



# Local Development Plan

2021 > 2036

Cardiff Council - January 2025

Cardiff Replacement LDP

## Deposit Plan



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### Supporting Documents

#### Background Technical Papers and Assessments

- 1. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 1 Housing
- 2. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 2 Economic
- 3. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 3 Retail
- 4. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 4 Transportation
- 5. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 5 Health and Wellbeing
- 6. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 6 Minerals
- 7. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 7 Waste
- 8. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 8 Best and Most Versatile Agricultural Land
- 9. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 9 Welsh Language

- 10. Cardiff Deposit Local Development Plan 2021-2036 Background Technical Paper No. 10 Candidate Site Assessment
- 11. Cardiff Deposit Local Development Plan 2021-2036 Final Integrated Sustainability Report
- 12. Cardiff Deposit Local Development Plan 2021-2036 Habitats Regulations Assessment Report
- 13. Cardiff Deposit Local Development Plan 2021-2036 Health Impact Assessment Report
- 14. Cardiff Deposit Local Development Plan 2021-2036 Equality Impact Assessment and Child's Rights Impact Assessment Report
- 15. Cardiff Deposit Local Development Plan 2021-2036 Welsh Language Impact Assessment Report
- 16. Cardiff Deposit Local Development Plan 2021-2036 Initial Consultation Report
- 17. Cardiff Deposit Local Development Plan 2021-2036 Summary of Regional Collaboration

#### Evidence Base Studies

- 18. Demographics Study, Edge Analytics
- 19. Regional assessment of future growth and migration for the Cardiff Capital Region (CCR)
- 20. Local Housing Market Assessment
- 21. Viability Assessment
- 22. Regional HMO Study
- 23. Employment Land and Premises Study
- 24. Retail and Leisure Study
- 25. Gypsy & Traveller Study Accommodation Assessment
- 26. Strategic Flood Consequences Assessment
- 27. Special Landscape Area Study
- 28. Green Wedge Study
- 29. Green Infrastructure Assessment
- 30. Local Area Energy Plan (LAEP)
- 31. Minerals Statement of Sub Regional Collaboration

# Foreword

I am pleased to set out the Council's proposed approach for the development of Cardiff up to 2036. This document, the detailed Local Development Plan (LDP) Deposit Plan, together with other supporting material, explains the Council's approach, outlining the plan strategy and strategic and detailed policies proposed.

The Deposit Plan was approved at Council on 30th January 2025, and we are consulting on this document and the supporting technical material for 8 weeks between 18th February and 15th April 2025. I very much hope that you will take the time to consider the issues raised and submit your views.

This is an important step in reviewing our current LDP adopted by the Council in 2016 and sets out what I believe to be a deliverable, yet ambitious level of growth to help tackle some of the most pressing issues in the city over the coming years. First and foremost, this plan seeks to provide our citizens with good quality homes and opportunities for employment in the right places, with the right infrastructure. By having a range and choice of sites across the city for new development we can make sure that existing planned developments can be completed and deliver the necessary social, community and transport facilities to deliver truly sustainable neighbourhoods. We anticipate 25% of these new homes will be affordable homes meaning the plan will support the delivery of between 5,000 and 6,000 new council and housing association properties up to 2036. This will ensure that these affordable homes help tackle the current housing crisis in the city.

Equally the Deposit Plan recognises the important role of Cardiff as the economic driver for the Region and places a focus on urban regeneration and renewal as well as supporting high-density, mixed-use development, well served by transport infrastructure and the wide range of facilities the city has to offer.

Importantly the plan will place Cardiff at the forefront of cities showing leadership and bold action to tackle the climate and nature emergencies. The plan aligns with the One Planet Strategy to deliver low-carbon developments and energy-efficient buildings, increase the supply of renewable energy to new developments, and prevent development in flood-risk areas. To help tackle the nature emergency the plan aims to ensure all development recognises the importance of green infrastructure and soils and maintains and achieves a net gain in biodiversity and promotes ecosystem resilience. Significantly the plan also protects greenfield sites north of the M4 and other countryside areas across the city through designation of a Green Wedge and Special Landscape Areas and protecting important open spaces across the city.

Other priorities for the Deposit plan include encouraging investment in public transport, walking and cycling and ensuring that the design of new development is high quality, gender sensitive and sustainable and makes a positive contribution to the creation of distinctive and healthy communities, places, and spaces and that we preserve and promote our built heritage and cultural assets.

I hope of a better future for all Cardiff residents and this Plan can set the standards for existing and future generations. A city without a strong, ambitious, and up to date Development Plan places Cardiff and Wales at significant risk of inappropriate development without the necessary controls and policies in place. It could also leave some of our most vulnerable citizens without the necessary homes, facilities, and infrastructure at a time when they are needed the most.

In conclusion, this is very much a consultation stage, and I invite you to take the opportunity to gain a better understanding of the future development issues faced in Cardiff and how the Council intends to tackle them. Please let us know what you think of the approach and if you don't agree, outline how you believe things could be done differently.

Further information on how to comment on the Deposit Plan is available on the Replacement LDP website [cardiffldp.co.uk](http://cardiffldp.co.uk) and by contacting the LDP Team at [LDP@Cardiff.gov.uk](mailto:LDP@Cardiff.gov.uk)

It is really important that as many people and interests as possible comment on this plan. We will then consider all comments made before submitting the plan for examination by an Independent Planning Inspector planned for later this year.

Thank for showing interest in this important document. I very much look forward to receiving your views but please remember to submit these by the end of 15th April 2025.



**Councillor Dan De'Ath**

**Cardiff Council**

**Cabinet Member for Climate Change,  
Strategic Planning and Transport**

# Summary

**This section provides a brief summary of the Deposit Local Development Plan (LDP) and also highlights the main changes since the Preferred Strategy was approved in June 2023.**

## 1. Making provision for new homes and jobs

- Cardiff has a significant need for new homes including family homes, affordable homes together with catering for the whole range of needs.
- Cardiff also plays a key role as economic driver of the wider city-region, providing much needed jobs for the whole region.
- The Plan aims to respond to these evidenced social and economic needs in a balanced way - respecting environmental qualities, providing a framework to manage delivery and provide new infrastructure together with carefully managing impacts.
- Independent population forecasting experts have recently assessed future growth scenarios and recommended to the Council that a higher dwelling growth rate than that proposed in the Welsh Government official projections is used for the Deposit Plan.
- The overall level of growth is considered to represent the most robust, balanced and appropriate approach taking into account all relevant factors and the advice of independent population forecasting experts.
- It sets out a Strategy to deliver 26,400 new dwellings and 32,300 new jobs over the Plan period including ways to provide flexibility should build rates be higher than anticipated.
- This level of growth is considered appropriate to deliver the objectives in Future Wales: The National Plan 2040, the Council's overall vision and the LDP objectives.
- New homes, jobs and supporting facilities will be provided from numerous sources including:
  - Those already built since the start of the Plan period in 2021;
  - Minor adjustments to existing housing stock- Taking account of anticipated demolitions and changes of use based on past rates;
  - Commitments- Sites with the benefit of an existing planning consent or resolution to grant subject to the signing of a legal agreement;
  - Anticipated windfall provision- Those sites likely to come forward over the Plan period through natural change in an urban area the size of Cardiff; and
  - Taking forward parts of the strategic sites allocated in the LDP which have not received planning permission to ensure the masterplans for the sites are fully delivered.

- Overall, for the whole Plan period, this represents approximately 50% of all new homes being provided on brownfield sites and 50% provided on greenfield sites.
- The provision of a genuine range and choice of new sites is crucial in effectively delivering the required level of growth, delivering LDP objectives, providing flexibility and the ability to meet a wide range of evidenced need for new homes and jobs.

## 2. Putting in place a framework to manage future growth and ensure high quality, sustainable design

- Policies and mechanisms have been put in place to provide a framework to effectively manage future growth.
- Protected areas include the designation of Green Wedge North of the M4 Motorway together with tight settlement boundaries policy county-wide and the protection of river valleys and open spaces.
- Collectively, these policies protect vast tracts of Cardiff's valued countryside, river valleys and open spaces.
- The masterplanning approach provides an over-arching framework for the completion of the development of the strategic sites setting out key requirements relating to land use, densities, facilities, transportation, open spaces and phasing.
- Design policies and guidance set out expectations encouraging high quality sustainable forms of development.

## 3. Bringing forward new infrastructure

- New development will clearly create the need for new infrastructure.
- The Plan sets out an approach which requires the timely provision of new infrastructure including community facilities, transportation and other services.
- An Infrastructure Plan is contained as a Supporting Document setting out future requirements.

## 4. Delivering sustainable transportation solutions

- The overall approach seeks to minimise travel demand, promote active travel and provide a range of measures and opportunities which reduce reliance on the car.
- New development in Cardiff must be integrated with the provision of new transport infrastructure which can help contribute to this objective by putting in place sustainable transport solutions which also provide improved travel choices for the wider community.
- This approach is fully consistent with on-going work at a city-region scale which seeks to develop a more effective public transport network across the region as a whole, helping people travel from where they live to work and thereby helping to share prosperity around the city-region.



## 5. Responding to evidenced economic needs

- The key economic role performed by Cardiff must be maintained and enhanced for benefits to Cardiff, the city-region and Wales.
- Evidence demonstrates that Cardiff has consistently delivered a high proportion of jobs within the city-region.
- The Strategy responds to this by ensuring a full range and choice of economic opportunities across all relevant sectors.
- The Cardiff Central Enterprise Zone will be a key element of the approach but there is also a need to maintain the roles of the City Centre, Cardiff Bay, District and Local Centres and existing employment sites together with providing a range and choice of sites to cater for demand across sectors.

## 6. Responding to evidenced social needs

- Cardiff experiences some significant social needs, with particularly high affordable housing demand projected to continue over the Plan period.
- The Strategy aims to positively respond to these needs by providing a wide range and choice of sites to respond to the full diversity of needs, including those from the Gypsy and Traveller community as required in national policy and guidance.
- Overall, the Plan promotes more sustainable

communities where emphasis is placed on supporting District & Local Centres, encouraging the full range of accessible social, health and educational facilities, together with supporting regeneration initiatives and utilising the potential positive benefits which new developments can bring to adjoining areas.

## 7. Respecting Cardiff's environment and responding to climate change and nature emergencies

- Cardiff possesses a unique and particularly distinctive natural and built heritage.
- The Plan delivers sustainable development by meeting social and economic needs, but in a managed way which preserves, manages and enhances the most important features of our natural and built heritage.
- Central to this approach is the designation of a Green Wedge to the North of the M4 Motorway, defining settlement boundaries together with the protection of our river valleys and open spaces.
- In this way, Cardiff's distinctive environmental qualities can be successfully maintained with further opportunities to enhance their management and increase public enjoyment.
- Detailed policies provide clear guidance relating to important elements of Cardiff's biodiversity, landscape and built heritage.

## 8. Main changes since Preferred Strategy

In response to consultation responses and on-going evidence base work, the following main changes/updates have been made to the Plan from that set out in the Preferred Strategy:

- Allocation of housing led regeneration areas that provide an opportunity for high density, sustainable, mixed-use development to assist regeneration and relieve pressure for development on greenfield sites;
- Allocation of a new Gypsy and Travellers site at Pengam Green;
- Strengthened detailed policy to control concentrations of HMOs;
- Detailed policies supporting Purpose Built Student Accommodation and Co-Living accommodation;
- Detailed policy relating to the Night-time and Cultural Economy;
- Policy relating to preparation of "Placemaking Plans" to recognise social value and engage with local communities;

- Greater emphasis on inclusive, child friendly and gender sensitive design;
- Detailed policies promoting a greater mix of uses in District and Local Centres;
- Detailed policies promoting health, wellbeing and food sustainability;
- Further consideration of Welsh language implications of the Plan, and how it can contribute, support and align with the Council's vision of a Bilingual Cardiff and conditions essential for the Welsh language to thrive;
- Detailed policies requiring Net Benefits to Biodiversity in all developments and recognising the importance of soils and green infrastructure in development;
- Detailed policy securing new infrastructure for Electric Vehicles;
- Detailed policies encouraging Renewable and Low Carbon Energy Development; and
- Detailed policy relating to Play and informal recreation.



# 1. Introduction

1.1 The Council is responsible for preparing and keeping up to date the Local Development Plan (LDP). The LDP sets out planning policies and allocates sites for different types of development. The Council is also responsible for development management which involves processing and determining planning applications, with the LDP providing the framework for consistent and clear decision making. In meeting the above responsibilities, we are in the process of preparing a Replacement LDP. Once adopted, the Replacement LDP will replace the existing adopted LDP and provide a policy framework for assessing planning applications. Its content will continue to be monitored and reviewed to ensure the Plan remains relevant and is working as intended.

1.2 The LDP has a direct and meaningful effect on the people and communities of Cardiff and on the people who work in or visit the city. It will shape the future development of the city and its environmental qualities, influencing it economically and socially. The LDP will respond to the needs of a growing nationally and regionally important economy, making provision for new jobs, homes, infrastructure and community facilities. It also ensures the well-being of its communities is maintained, and the impacts of development and use of land are managed sustainably. It will guide funding and investment programmes, other plans and strategies, communities and landowners, whilst providing for the enhancement and protection of our environment. In doing so, it provides a

measure of certainty and confidence about what kind of development will, and will not, be permitted and at what locations during the plan period.

## What is the Deposit Plan?

1.3 The Deposit Plan is part of a set of documents which the Council is required to prepare in the process of producing the Replacement LDP for Cardiff. It represents an important, stage in the preparation of the Plan. The Plan contains an overall Strategy together with specific land use allocations and detailed policies. The takes account of the national and regional policy framework and a wide range of evidence has been collected to inform the plan along with collaborative working, and findings from consultation and engagement processes.

1.4 Importantly, the Deposit LDP is the next stage of the LDP preparation process following the Preferred Strategy which the Council consulted on in summer 2023. The Preferred Strategy set out the proposed strategic approach to meeting development needs over the Plan period. The Deposit LDP therefore takes full account of the Preferred Strategy, the consultation findings, national and regional guidance and analysis of up to date evidence, together with all other relevant material factors.

1.5 Numerous Appendices and Supporting Documents have also been prepared which contain relevant background work underpinning the Plan. These have been placed in the public domain to assist readers in gaining a full understanding of the evidence informing Plan content. This also allows the Deposit Replacement LDP to be a more succinct and user-friendly document without being over-cluttered with technical material. A full list of Supporting Documents is provided in the contents section of this document and is available on the [LDP website](#).

## Deposit Replacement LDP consultation

1.6 The Deposit Plan will be subject to 8 weeks consultation. Full details of how to make comments are provided in Section 9. The Council will acknowledge and carefully consider all comments made and prepare any proposed, 'focussed changes' to the Deposit Plan which depending on timing is either before or after it is submitted for a process of formal examination. A series of Supporting Documents will also be submitted including an updated version of the Initial Consultation Report summarising representations made along with the Council's response.

## Independent examination

1.7 Ultimately, approval for the Plan rests with an independent Inspector who will decide if the Plan is fit for purpose by assessing it against three, 'tests of soundness'. These are listed in

Appendix 6 together with an explanation of how the Council considers the document contents and preparation process accord with these tests.

1.8 The examination process will commence once the Council formally submits the plan to the Welsh Government. The process will be co-ordinated by the independent Inspector and include examination sessions to explore issues. Further evidence may be provided by the Council and others to assist the independent Inspector fully explore any relevant matters. Once the examination process is completed, the independent Inspector will issue a binding report including any changes required to the Plan.

## Adoption, Monitoring and Review

1.9 The Council must formally adopt the Replacement LDP within 8 weeks of the receipt of the independent Inspector's Report. Following this, the Council will work with others to implement the Plan and take decisions within the new adopted policy framework.

1.10 In order to assess how effectively the Plan is being implemented, the Council must prepare an Annual Monitoring Report (AMR). The report will be based on the indicators as set out in Appendix 7 to this document. This is an important aspect of the LDP process since evidence collected through annual monitoring can be used to inform LDP review which takes place every 4 years.

1.11 Further information on the stages in preparing the LDP is available within the [Delivery Agreement](#) or on the [LDP website](#).

## Supplementary Planning Guidance (SPG)

1.12 These are non-statutory documents intended to provide useful advice and guidance which expand on policies set out in the Deposit Plan. They must be subject to public consultation but are not documents to be assessed by the Replacement LDP independent Inspector. Appendix 4 of this document lists all proposed new and/or updated SPG which are intended to be prepared. In this respect, it should be noted that a phased programme of preparation and review is proposed.

## Other assessment processes

1.13 In addition to the overall independent examination of the Replacement LDP, the Plan must also be subject to two further formal assessment processes as described below:

- The Integrated Sustainability Appraisal (ISA) and Strategic Environmental Assessment (SEA) processes - these are required by the Planning and Compulsory Purchase Act 2004 and the SEA Regulations to ensure that the Replacement LDP policies reflect sustainability principles and take into account impacts upon the environment. The Final ISA Report forms Supporting Document 11; and
- The Habitats Regulations Assessment (HRA) - this process is required to determine the likely significant effects of the Plan on European Sites of nature conservation importance. The HRA forms Supporting Document 12.

1.14 Furthermore, the Deposit LDP has been subject to the following additional assessments designed to further scrutinise the Plan contents:

- Health Impact Assessment - a process involving relevant stakeholders in assessing the health implications of the Plan. A summary forms Supporting Document 13;
- Equality Impact Assessment - a process involving relevant stakeholders in assessing the equality implications of the Plan. A summary forms Supporting Document 14; and
- Welsh Language Impact Assessment - a process involving relevant stakeholders in assessing the Welsh Language Implications for the Plan. A summary forms Supporting Document 15.

1.15 These documents are available on the LDP website for consultation with comments welcomed on their content.

# 2. Influences on the Plan

2.1 Whilst the LDP plays a key role in shaping decision making and the location and nature of developments within the city, it is prepared and operates within the national framework set by Welsh Government through '[Future Wales: The National Plan 2040](#)' and legislation, and by [Planning Policy Wales](#) and accompanying Technical Advice Notes.

2.2 The process for the preparation of the LDP is set within statutory regulations, with further procedural guidance contained within the LDP Manual as prepared by the Welsh Government. The preparation and content of the LDP will be assessed against three tests of soundness namely:

1. Does the Plan fit?
2. Is the Plan appropriate?
3. Will the Plan deliver?

2.3 The preparation of the Plan will be considered by an independent Planning Inspector (as appointed by the Welsh Government). The Inspector will examine the LDP against these three tests to assess its soundness. The findings of the Examination will be published in the Inspector's Report, and its content and recommendations are binding on the Authority.

2.4 As the Council plans for the future, we must also work closely with, and respond to, various partners, other agencies, funding bodies and decision makers to inform, guide and implement programmes and proposals.

2.5 Several important documents and strategies set out below relate to Cardiff. We have and will, where applicable, prepare the Plan to reflect such documents and plans of other organisations, including our neighbouring planning authorities, and national and regional policies and strategies. We will work with our neighbours and others in the preparation of the LDP as appropriate.

2.6 There have been several significant contextual changes in Welsh legislation since the adoption of the current LDP. These include the publication of the Planning (Wales) Act 2015, Environment (Wales) Act 2016, Historic Environment (Wales) Act 2016 and Public Health Wales (Act) 2017. Perhaps most significant however, is the publication of the Well-being of Future Generations (Wales) Act 2015 and Future Wales: The National Plan to 2040.

2.7 The Well-being of Future Generations (Wales) Act 2015 represents a substantial change, with the Plan required to contribute to its aims of improving the economic, social, environmental and cultural well-being of Wales as part of carrying out sustainable development. The Plan will have proper regard to the national well-being goals and objectives as well as the Council's own well-being objectives in its policies and proposals.



2.8 The Welsh Government published the final version of Future Wales on 24th February 2021. This document replaces the Wales Spatial Plan and sets out a 20-year spatial framework for land use in Wales. Future Wales is a key part of the development plan system in Wales and sits at the top of the development plan hierarchy. It provides a framework for the provision of new infrastructure/growth and seeks to address key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and wellbeing of our communities. The Replacement LDP will need to be in conformity with Future Wales and the spatial framework and key national priorities will need to be considered through the LDP revision process.

2.9 The Replacement LDP will also need to consider emerging national and regional considerations including the impact of the Socio-economic Duty, Brexit and Covid and emerging work on preparing Strategic Development Plans.

2.10 Cymraeg 2050 outlines the Welsh Government's strategy for achieving the national well-being goal of a Wales where the Welsh language and culture thrives. Our vision is to develop a truly bilingual Cardiff - a Cardiff where our citizens can live, work and play, as well as access services and support in Welsh or English equally. A capital city where bilingualism is promoted as something completely natural, and where the Welsh language is protected and nurtured for future generations to use and enjoy. Future Wales also describes its outcome of "achieving a Wales where people live in places with a thriving Welsh language". The LDP

Replacement plan will need to consider how it can contribute and support the Council's vision of a Bilingual Cardiff and conditions essential for the Welsh language to thrive.

2.11 The Replacement LDP will need to consider several Council strategies including "Stronger, Fairer, Greener" which sets out the Council's vision and priorities over the next five years under the following headings:

- A Stronger Cardiff: Attracting new investment and businesses into the city, boosting economic productivity, creating good-quality jobs in Cardiff's high-value and foundational sectors, and boosting our resilience to climate change and associated environmental threats.
- A Fairer Cardiff: Delivering excellent education, training, into work and social services, as well as transport connectivity, to ensure that all citizens are able to benefit from Cardiff's growth and the new opportunities it creates.
- A Greener Cardiff: Delivering a robust network of active travel and public transport, making Cardiff a '15-minute city', generating renewable energy and enhancing local biodiversity, ensuring that growth is sustainable and aligned with our commitment to becoming a Carbon Neutral City by 2030.

2.12 The Council's One Planet Cardiff Strategy provides a response to the climate emergency declared by the Council in 2019. The strategy contains a vision that:

- Sets out the Council's 10-year ambition to be carbon neutral in its own activities;

- Calls on the whole city, all citizens, young and old, schools, key partners, employers and stakeholders to positively work with us to develop a city-wide road map and action plan for a carbon neutral city by 2030;
- Identifies opportunities that could reframe the Cardiff economy in a way that is resilient, robust and long-term, ensuring that Cardiff is one of the leading UK green cities; and
- Defines the immediate programmes and opportunities that we urgently need to address.

2.13 The Council's One Planet Cardiff Strategy is supported by the Transport White Paper which sets out a 10-year plan to tackle the climate emergency, reduce congestion and improve air quality in the city.

2.14 The Replacement LDP will need to also respond to the city-wide nature emergency declared by the Council in 2021. In addition to declaring a nature emergency in Cardiff the Council resolved to:

- Place biodiversity with equal prominence to climate change at the heart of decision making in Cardiff Council.
- Make representations to the Welsh and UK Governments, as appropriate; to provide the necessary powers, resources and technical support to local authorities in Wales to help them successfully achieve this aim.
- Continue to work with partners across the county, region and nationally to develop and implement best practice methods that can protect Wales biodiversity. Including seeking a joint approach with neighbouring authorities.

- Work with local stakeholders including Councillors, residents, young people, businesses and other relevant parties, to develop a strategy aligned with One Planet and Coed Caerdydd with a target of no net loss of biodiversity. This will also explore ways to maximise the local benefits of these actions in other sectors such as employment, health, agriculture, transport and the economy.

2.15 This Preferred Strategy also reflects the Integrated Sustainability Appraisal (ISA) Scoping Report giving full and careful consideration of all the relevant factors it identified. As we continue the process of preparing the Replacement Plan, the ISA and the requirements for producing the Habitats Regulations Assessment (HRA) will help us to develop the LDP in a way which ensures it takes on board those sustainability and environmental values.

2.16 Such contextual changes, the findings of the [Final Review Report](#) which sets out the extent of likely changes to the existing LDP and changes in evidence will be important in informing how the Plan is prepared, and its direction.

2.17 Extensive work and liaison has, and is, being undertaken to build and raise awareness and communication with a wide range of organisations and individuals. The information, issues and evidence emerging from such communications has been invaluable in the work undertaken to date and will continue in ensuring the preparation of the LDP is as informed and consensual as possible.



## 3. The Cardiff context and key issues

### The Cardiff Context

3.1 Cardiff is the capital and largest city of Wales and is the eleventh largest city in the UK. It is in the south east of Wales and in the Cardiff Capital Region. Cardiff was a small town until the early 19th century, its prominence as a port for coal when mining began in the region helping its expansion. Cardiff was awarded city status in 1905 and in 1955 it became the capital of Wales. Historically Welsh was widely spoken in Cardiff and the wider region, although numbers declined markedly during the second half of the 20th century. However recent decades have seen a significant resurgence due to progressive education policies, changing migration patterns and growth of certain employment sectors.

3.2 Cardiff has significant cultural assets such as Cardiff Castle, Llandaff Cathedral, Millennium Stadium, National Museum of Wales, St Fagans National Museum of History and word class Universities. It also has a significant range of beautiful green spaces including Bute Park, Roath Park Lake and Gardens, Pontcanna fields, Victoria Park and Thompsons Park.

3.3 Cardiff is located on the coastal plain of the Severn Estuary. The southern rim of the South Wales Coalfields in Caerphilly and Rhondda Cynon Taf provide a strong imposing backdrop to the north of the city, dramatically broken by the River Taff at Tongwynlais. The Rivers Ely and Rhymney converge on the city from the west and east, respectively. To the southwest the Leckwith escarpment in the Vale of Glamorgan provides another strong backdrop. By contrast, the flat land to the southeast, adjacent to the Severn Estuary and Newport, forms part of the Gwent Levels. This undeveloped coastline contrasts with the developed coastline further west which includes Cardiff Bay and the Barrage and associated freshwater lake. This setting has, and continues to, influence the city's development with its distinctive urban form.

3.4 Cardiff is the main commercial centre of Wales as well as the base for the Senedd, the seat of Welsh Government. The latest mid-year population estimate showed the city had a population of 369,202. Cardiff has a world class economy which is important nationally as the key driver of the city-region economy in southeast Wales which has a total population of 1.54 million.

3.5 Cardiff covers some 54.2 square miles, and approximately 53% of the county is urban with the remaining 47% formed by countryside and strategic river valleys which embraces a diverse pattern of landscapes and wide range of resources.

3.6 Cardiff lies within a region of over 150,000 Welsh speakers (28% of the Welsh total) of which over 42,000 reside within the city itself. The number of speakers has grown by almost a third since the start of the century and makes Cardiff the third largest local authority in Wales in terms of the number of people able to speak Welsh.

3.7 Cardiff has well connected east to west transport links being located on the M4 corridor and main London to South Wales railway line and link to the valleys to the north through the A470 and Metro railway network.

3.8 Cardiff benefits from a wide and diverse range of retail, cultural, education and sporting facilities.

### Key Issues

3.9 The issues, challenges and opportunities facing Cardiff have directly informed the development of the Replacement LDP Vision, Objectives and Deposit Plan. A summary of the key issues, challenges and opportunities is provided below, grouped by topic areas:

### Economic

- Cardiff is the economic driver of the city-region of 1.5 million people and plays a vital role in creating jobs and attracting investment to the region. Given this, it is important that the Replacement LDP **provides for an appropriate level of new jobs** to meet the aspirations of the Council and the wider Cardiff Capital Region. The Plan will need to consider whether existing employment land is suitably located and fit for purpose for appropriate growth sectors, along with the potential increase in agile and home working, and the impact this may have on employment land demand/requirements.
- The redevelopment of Cardiff Bay has seen the revitalisation of old docklands with new business, residential, hotels, retail, and leisure and entertainment facilities. It is crucial that the Replacement LDP provides a policy framework which **continues this regeneration of Cardiff Bay** and supports a number of key regeneration projects over the plan period to 2036.
- The operational port in Cardiff performs a significant role in terms of freight movement and the Replacement LDP must **protect and enhance the role of the operational port**.
- Cardiff has significant, good quality limestone mineral resources and reserves which are an important source of aggregates for the region. The Replacement LDP will need to **safeguard known mineral resources** and make provision for sufficient mineral reserves to meet the agreed apportionment of mineral reserves for the region over the plan period to 2036.

## Social

- The population of the city has increased steadily over the last 20 years and Welsh Government projections indicate that Cardiff will continue to experience growth up to 2036. Continued growth in the city's population means there is a need to make provision for new homes and the Plan will need to **provide an appropriate level of new housing with a range and choice of new homes** and related infrastructure.
- The city is now the second least affordable local authority in Wales just behind the Vale of Glamorgan and well above the Wales average. There are over 7,600 households on the combined housing waiting list and homelessness is continuing to rise. The draft Cardiff Local Housing Market Assessment (which is pending the Welsh Government approval process) estimates an average annual overall additional net affordable housing need of 1,098 per annum over the 15 year plan period to 2036. This estimate is split between 790 per annum social rent and 308 per annum intermediate rent/Low Cost Home Ownership. Given this, the **need to provide more affordable housing** is a key issue for the Plan to consider. The Replacement LDP will need to ensure a range and choice of homes are incorporated within new developments and identify affordable housing-led sites.
- Over 61,000 (17.5%) of Cardiff residents report having a Welsh Language skill. The capital is one of the few areas in Wales to show any growth in numbers over the past decade, with almost 23,000 of the city's 3-24 year olds categorised as fluent. The Replacement LDP will need to respond to Cardiff's emerging position as an area of significance for language growth in Wales and **facilitate opportunities for increasing daily use of Welsh** in the capital.
- There is a significant need within the city for new Gypsy and Traveller pitches to accommodate the growth at the existing sites within the city. The Replacement LDP will **need to identify appropriate Gypsy and Traveller sites** to meet this evidenced need.
- Large inequalities exist within the city with deprivation in terms of housing, physical environment, employment, income, educational achievements and health generally concentrated in the 'southern arc' – an area stretching from Ely in the west to St Mellons in the east with a population of around 155,000 people. The Replacement LDP will need to provide a policy framework that **reduces inequalities across the city** over the plan period to 2036.
- Cardiff has a diverse cultural background, and ethnic minorities comprise 15.3% of Cardiff's population. This is much higher than the Welsh average of 4.4%, and by far the highest of the Welsh local authorities. There is also increasing diversity in the city's young population: in Cardiff, 22.4% of those aged 0-19 identify as belonging to a minority ethnic group. The Replacement LDP will need to **take into account the specific needs of ethnic minorities when designing new developments**.

- Life expectancy in Cardiff was 82.8 years for females and 78 years for males in 2018-2020. The gap in life expectancy between the least and most deprived population in Cardiff has been generally increasing in recent years for males and females, suggestive of growing inequality. The inequality gap in life expectancy for males was 9.2 years and for females 7.8 years in 2018-20. Healthy life expectancy was 65.9 years for females and 62.9 years for males in 2018-2020. However, the gap in healthy life expectancy at birth (comparing least to most deprived fifth), for males was 13.7 years and for females 18.5 years in 2018-2020. This highlights that those living in the most deprived areas experienced poorer health for longer and die at a younger age. Additionally, more than half of Cardiff's population is overweight, obese or underweight; and almost one-third do less than 30 minutes of physical activity per week. This Replacement LDP will need to take into account **addressing health inequalities and promoting health and wellbeing**.
- Although overall recorded crime levels have dropped significantly within the city over the last 15 years, there has not been an equivalent fall in the fear of crime due to antisocial or drunken behaviour, dangerous drivers and lack of dedicated infrastructure for cyclists. The Replacement LDP will need to **help address crime and the fear of crime**.
- Cardiff city centre is the main shopping centre for Southeast Wales and is supported by a range of district and local centres which provide local shopping, community facilities and valuable services for residents. Prior to the pandemic, retailers were already facing tough trading conditions; restrictions due to the pandemic accelerated this trend resulting in several physical store closures amid company restructures, administrations and liquidations, leading to increased levels of vacancies across the centres. The Replacement LDP will need to provide a policy framework to **revitalise the city centre and recognise the importance of the provision of accessible district and local centre shopping facilities** and services that provide local jobs for residents as well as maintaining thriving and vibrant communities.
- The population of the city is getting older. By 2037 the number of people aged 65 to 84 is projected to increase by 42% and the number of those aged 85 and over to nearly double. An older population changes the kind of housing and services (such as health and care) our communities will need, but also reduces the number of people using and financially supporting businesses and services. The policy framework in the Replacement LDP will need to **respond to the needs of an older population**.

## Cultural

- The country's culture acknowledges and celebrates being bilingual in all aspects of everyday life. The Welsh language is an important and growing part of Cardiff's social and cultural fabric and community identity. The city is home to a number of prominent **Welsh language** cultural institutions, organisations, events and activities, many facilitated by the local language enterprise, Menter Caerdydd.
- Future Wales 2040 notes that 'the language will be an embedded consideration in the spatial strategy of all development plans. Where Welsh is [not] the everyday language of the community, development will be managed to ensure that it is a positive force towards encouraging the creation of education and social infrastructure to enable the language to develop as a natural, thriving part of communities. The policy framework in the Replacement LDP, where relevant, will need to promote the increase in the numbers and percentage of Welsh Language speakers and the daily use of Welsh within the city through **creating favourable conditions for a thriving Welsh language**.
- Cardiff has a rich cultural heritage. In December 2019 Cardiff was declared the UK's first music city and its Music Strategy **aims to place music at the heart of Cardiff's future**. The policy framework in the Replacement LDP must complement this aim.
- Cardiff's tourism and leisure sector generates significant economic and cultural benefits to the city and wider region. The Replacement LDP will need to consider measures to **support the sector and help it bounce back from the impacts of the pandemic**.
- Cardiff has significant cultural assets such as Cardiff Castle, Llandaff Cathedral, Millennium Stadium, National Museum of Wales, St Fagans National Museum of History and word class Universities and a strong and rich built heritage, and many designations have been made to identify heritage assets in Cardiff. Stronger, Fairer, Greener includes a commitment to protect and celebrate local buildings such as pubs, community spaces and music venues – particularly those rich in the city's working- class history – by strengthening our planning regulations. The policy framework in the Replacement LDP will need to respond to this and **protect these built heritage and cultural assets**.

## Environmental

- There is a need to tackle climate change and reduce carbon emissions. The Council has declared that we are in a climate emergency and has committed to strive to be a carbon neutral city by 2030. The Replacement LDP will need to provide a policy framework to **support and enable renewable energy generation and establish requirements for low carbon developments and other sustainable development principles such as active travel and green infrastructure**.
- Cardiff has a diverse and widespread collection of species and habitats of local, UK and European biodiversity importance which need to be protected. The city has declared a nature emergency and the Replacement LDP will need a robust policy framework which maintains and enhances **biodiversity, promotes the resilience of ecosystems but also enables a 'net benefit' in terms of biodiversity to be secured** on new development sites.

- Cardiff is located on the coast and at the convergence of three major rivers and is at increased risk of flooding due to rising sea levels and more frequent extreme weather events. The frequency and severity of flooding is increasing and is expected to increase further because of climate change. The Replacement LDP will need to provide a policy framework to **ensure flood risk and new development are managed effectively** taking into account the latest evidence and guidance.
- Cardiff is already achieving one of the best recycling rates in the world, but we are currently performing poorly when compared to other Welsh Local Authorities and we need to build further on this progress to meet the Welsh Government target of 70% by 2025. The policy framework in the Replacement LDP will need to **help the drive to higher recycling rates and foster the circular economy**.
- As Cardiff continues to grow, new sustainable transport infrastructure will be needed alongside new homes and jobs. The Replacement LDP will need to provide a policy framework which reduces reliance on the car thereby reducing congestion and harmful emissions and **seeks to promote a modal shift to sustainable forms of travel such a buses and trains and active travel** such as walking and cycling.
- Electric vehicle ownership is forecast to rise to a 60% market share by 2030 so the Replacement LDP will need to provide a policy framework that **provides the necessary charging infrastructure**.
- Cardiff's setting is very distinctive with the ridge to the north, Leckwith escarpment to the west, low-lying Gwent Levels to the east, Severn Estuary to the south, and three river valleys running through the city. Landscape studies have recognised the value of areas of countryside within the city and Cardiff's three river valleys of the Taff, Ely, and Rhymney (including Nant Fawr) play an important strategic role as wildlife and recreation corridors linking the urban area with the countryside. The Replacement LDP will need to provide a policy framework which **protects this diverse pattern of landscapes**.
- Trees provide a valuable visual and environmental resource, providing a buffer to sound pollution, improving air quality, shading, cooling the air, providing shelter from the elements, retaining soil, intercepting and storing rainfall, providing a home, and feeding place for a wide variety of wildlife. Trees and woodland can also provide areas for informal play. Stronger, Fairer, Greener includes a commitment to increasing the city's tree canopy cover and biodiverse areas from 19% to 25% of total land use. The Replacement LDP will need to respond to this and provide a policy framework which **maintains and enhances a diverse urban forest**. This will ensure Cardiff remains both attractive and liveable, particularly in the context of climate change, which will see increased risk of flooding, development of a less temperate climate and increased pressure on fragile soil resources.



- Green and blue infrastructure are important at a series of scales, such as individual buildings, streets, neighbourhoods or at a landscape scale. They help wildlife to flourish, and deliver a wide range a range of economic, health, social and community and environmental benefits including reducing the impacts of climate change, enhancing biodiversity habitat and species creativity, providing greater opportunities for sports and recreation, contributing to communities' health and well-being, and creating a more visually pleasing setting. This was reinforced during the Covid-19 pandemic with lockdowns emphasising the value and importance of placemaking and the provision of locally accessible open spaces for health, well-being, and recreation. It is important that the Replacement LDP provides a policy framework **which ensures that new development considers the benefits which arise from green and blue infrastructure**, and that the impacts of development upon those benefits are considered at the appropriate scale.
- Soil is a fragile and essentially non-renewable resource that can perform many beneficial services, including the storage of carbon, supporting the growth of plants including economic crops, providing a home to a vast range of wildlife, storing, filtering and controlling the flow of water, and supporting buildings. The Replacement LDP will need a policy framework which **avoids the unnecessary destruction of or loss of functionality of soils in new developments**.
- Despite improvements in discharge of sewage in Cardiff and further upstream, the water quality of the Ely, Taff and Rhymney Rivers still falls below the requirements of the Water Framework Directive measures; for example, the river Ely is in a 'bad condition' and Rivers Taff and Rhymney are in a 'moderate condition'. Given this the Replacement LDP will need a policy framework that **protects and enhances water quality** when new development is proposed which could impact these rivers.
- As Cardiff continues to grow, high quality design and placemaking, which take local distinctiveness into consideration, will need to be promoted. Good design is more than just appearance. It is about how buildings relate to their surroundings, in terms of urban design, landscaping, tree planting, local views and the local pattern of activity. The policy framework in the Replacement LDP will need to ensure that Cardiff's local distinctiveness is not undermined through insensitive new development but reinforced through **high quality design solutions**.
- The city has the highest NO2 and Particulate Matter (PM2.5 and PM10) pollution levels in Wales. Air pollution is a major cause of avoidable ill health and deaths, with petrol and diesel-fuelled transport a major contributor. Poor air quality also adversely effects the natural environment and woodlands such as the Cardiff Beechwoods located in the north west of the city. The Replacement LDP will need to provide a policy framework that **mitigates any impacts on air quality from new developments**.

## 4. LDP Vision and Objectives

4.1 The Replacement LDP needs to be underpinned by a concise, long-term vision and strategy outlining how the city is planned to develop, change or be conserved up to 2036.

4.2 The Replacement LDP vision was approved by Council on 30th September 2021 and has been amended in response to comments received during the subsequent consultation stages on the plan. Whilst there is no vision to directly draw upon from the Cardiff Wellbeing Plan 2023 to 2028, the Replacement LDP vision reflects its seven well-being objectives which are (1) A capital city that works for Wales (2) One Planet Cardiff (3) Safe, confident and empowered communities (4) Cardiff is a great place to grow up (5) Supporting people out of poverty (6) Cardiff is great place to grow older and (7) Modernising and integrating our public services.

4.3 The current adopted LDP's strategic objectives were used as a starting point for the identification of strategic objectives for the Replacement LDP.

4.4 The emergence of a range of contextual and policy drivers since the adopted LDP was prepared, most notably Future Wales, the Well-Being of Future Generations Act, declaration of climate and nature emergencies, and the need to respond to the impacts of the pandemic mean that the adopted LDP strategic objectives needed review. There was also a need to ensure that the Replacement LDP strategic objectives were interwoven with the Replacement LDP key issues and vision.

### Vision

To create a fair, healthy, more liveable, sustainable, low carbon and bilingual city by:

- **Creating a greener, fairer, and stronger city that enhances the health of the current population and wellbeing of future generations;**
- **Meeting future needs for new low carbon homes, jobs and infrastructure;**
- **Developing a high accessibility city that reshapes movement around a core of active travel and public transport usage;**
- **Using placemaking, high quality design, sustainability management and working with local communities to create a thriving city centre and local neighbourhoods;**
- **Protecting and enhancing our natural, historic and cultural assets;**
- **Placing Cardiff at the forefront of cities showing leadership and bold action to tackle climate change;**
- **Building a truly bilingual city where the Welsh Language thrives.**

4.5 Whilst not directly identified as revised Replacement LDP strategic objectives in themselves, the Council's Wellbeing Objectives, as outlined within the Corporate Plan have played an important informing role. Appendix 3 contains compatibility assessments between the Revised Replacement LDP strategic objectives, the Wellbeing Objectives, Key Planning Principles and National Sustainable Placemaking Outcomes set out in Planning Policy Wales and Future Wales.

4.6 The Revised Replacement LDP strategic objectives are sufficiently aspirational and ambitious but are also deliverable within a spatial planning context. They respond and deliver upon the key issues, challenges and opportunities facing Cardiff and provide a platform for delivering its vision. Importantly, they provide a platform for a sound Plan, notably in terms of their fit, appropriateness and deliverability.

4.7 The Replacement LDP strategic objectives are below grouped under three main headings.

## 1. Responding to our future need

**Objective 1: To provide a variety of quality low carbon homes to address the housing crisis and future housing needs.**

The Plan will:

- Prioritise the building of affordable homes and set targets for the delivery of affordable housing;

- Provide a range and choice of new homes of different tenure, type and location in response to specific housing needs, including responding to the needs of older people;
- Deliver for Gypsies and Travellers and other groups who need specialised housing; and
- Seek opportunities for new homes in city and local centres and sustainable brownfield locations.

**Objective 2: To provide space for more jobs and maximise Cardiff's role as the capital city of Wales and the economic driver of South East Wales to improve the prosperity of the region.**

The Plan will:

- Ensure a range and choice of employment sites in response to employment needs;
- Prioritise opportunities for new employment sites in the city centre and sustainable brownfield locations;
- Ensure the development of high-value clusters of specialist sectors;
- Ensure the protection of existing employment land which contributes to the required supply of sites to meet employment needs; and
- Ensure the economic recovery of the city post-Covid-19 and respond to the change in work practices through enhancing the city centre, increased working from home and the need for new working and meeting hubs throughout the city.

**Objective 3: To ensure the adequate and timely provision of new infrastructure to support communities and future growth.**

The Plan will:

- Identify the key infrastructure required, and how and when it will be delivered including:
  - Rebalancing transport infrastructure to support public mass-transit as part of the Metro project, and comprehensive cycle and pedestrian infrastructure;
  - Social and community infrastructure to support the concept of sustainable neighbourhoods;
  - Schools, health facilities, sport/recreation, waste facilities, burial provision, water wastewater, and energy;
  - Environmental - contributions to combat climate change, creating new accessible greenspace and public realm;
  - Ensure that such development, where appropriate consider what condition will be required to support the vision of a Bilingual Cardiff;
- Support Cardiff's higher education institutions/ infrastructure in recognition of their key role as part of a learning city and contribution to economic development; and
- Establish measures to improve digital connectivity across the city to meet the demand from increased working from home post Covid and facilitate new working and meeting hubs across the city.

**2. Creating a sustainable and healthy city which responds to the challenges of climate change and enhances the wellbeing of future generations**

**Objective 4: To respond to the climate emergency so Cardiff becomes more resilient and maximises opportunities for energy efficient solutions in line with the One Planet Cardiff Strategy to become a carbon neutral city by 2030.**

The Plan will:

- Set out how Cardiff will become a zero-carbon city and Council with key partners by 2030 and beyond, and seek ways to combat the impacts of climate change including:
  - The role of ecosystems in addressing carbon storage, natural flood management, air quality, heat islands and noise pollution;
  - Policies to deliver zero carbon new developments;
  - Managing flood risk;
  - Ensuring the provision of infrastructure for cleaner vehicles.
- Set out measures to reduce Cardiff's carbon footprint and mitigate the effects of climate change through reducing energy demand including:
  - Locating development in sustainable locations to minimise the need to travel and reduce car dependency;
  - Improving energy efficiency and the generation of renewable and low carbon energy;

- Ensuring the delivery of Phase 1 and Phase 2 of a Local Heat Network for Cardiff Bay and the city centre;
- Ensuring an increase in tree canopy cover across the city and support wider biodiversity; and
- Ensure high quality design and environmental performance of new homes.

**Objective 5: To make the city easier to move around with a focus on sustainable and active travel.**

The Plan will:

- Set out how people can move around the city in a more sustainable, healthy and integrated manner with new development well located to transport infrastructure;
- Remove congestion in the city and ensure emissions meet the air quality standards;
- Secure the delivery of bus and cycling infrastructure;
- Ensure that district and local centres and the city centre become more viable and accessible;
- Ensure a high-quality pedestrian environment and public realm;
- Ensure the delivery of a modal split and active travel target aligned with the Transport White Paper targets;
- Integrate the proposed Metro/Crossrail mass transit system for Cardiff;

- Promote sustainable forms of transport and the more effective integration of public transport including new transport interchanges; and
- Integrate new development with national and regional investment in sustainable transport infrastructure including the South Wales Metro.

**Objective 6: To create healthier environments, reduce inequalities and improve wellbeing.**

The Plan will:

- Positively contribute towards the equality of opportunity and access for all through addressing imbalances of inequality, deprivation and exclusion;
- Support the needs of homeless, unemployed, people with disabilities, people who identify as belonging to a minority ethnic group, and people in housing need;
- Promote Cardiff's role as a City of Sanctuary as a welcoming and inclusive place to live;
- Support the delivery of healthy, accessible environments to help tackle obesity, gambling addiction and access to local healthy food and promote healthier lifestyles;
- Deliver good quality homes that are warm, ventilated and well-lit that allow residents to keep warm in winters and cool in summers;
- Ensure strong and cohesive communities which recognise Cardiff's commitment to make Cardiff a Bilingual, Child Friendly City and Age Friendly City; and
- Set out how air quality and water quality standards can be achieved;

- Promote the role of green spaces, green streets and public realm improvements, in delivering wellbeing benefits;
- Manage waste, ensure reuse and recycling, and control pollution;
- Ensure the regeneration of the city centre into a healthy, accessible, green, high-quality environment and experience for all;
- Deliver the regeneration of local neighbourhoods and local centres, particularly in areas of higher deprivation;
- Ensure safer environments which reduce the scope for crime;
- Facilitate equitable access to Welsh medium education and enhance opportunities for all to use Welsh across the city so that the language continues to thrive;
- Promote the provision of services and jobs in areas of highest need to reduce inequalities; and
- Promote the role of natural and hard infrastructure to reduce noise pollution.

**Objective 7: To ensure a vibrant, thriving mixed-use city centre and develop Cardiff Bay's full potential as a core destination for Cardiff and beyond, whilst ensuring vibrant and thriving district and local retail centres at the heart of local neighbourhoods.**

The Plan will:

- Maximise the key strategic role of the city centre as a high density, major financial service sector and social hub of national significance and generate the agglomeration effect in attracting further investment;

- Protect and enhance the role of district and local centres with a range of uses serving local communities, accessible by public transport, walking and cycling;
- Ensure the comprehensive regeneration and upgrade of the city centre into a high quality, vibrant, green, inclusive, accessible, curated major 'destination environment';
- Maximise the potential for high density, mixed-use related to the regional sustainable transport hub at Central Square;
- Support the ability of the city centre and expansion areas to adapt by ensuring a presumption for mixed uses and further investment alongside the key retail role;
- Continue the regeneration of land south of the regional transport hub, and connecting to Cardiff Bay;
- Bring forward the Canal Quarter development to create a major new city centre destination, connect the city to its riverfront, and create new public spaces;
- Ensure centres can operate as flexibly as possible where a variety of retail, employment, commercial, community, leisure, health and public sector uses come together in a hub of activity to make them viable as go-to destinations once more by setting out a vision for each centre, establishing boundaries and identifying sites for redevelopment; and
- Continue the regeneration of Cardiff Bay as a high density, mixed-use destination with:



- The provision of supporting sustainable transport infrastructure including Crossrail between Central Station, the Bay and Newport Road – including the regeneration around new stations in the city, Lloyd George Avenue, the Bay, Ocean Way, Splott and Newport Road areas;
- The regeneration of Lloyd George Avenue and the surrounding area;
- The enhancement to the Mount Stuart Square area and development of an arena at Atlantic Wharf including linkages to the Bay waterfront;
- Future phases for the International Sports Village site;
- The regeneration of Cardiff Docklands, including the Roath Dock/ Roath Basin and Alexandra Head areas.

**Objective 8: To ensure that the city positively adapts to the new challenges posed by the implications of the pandemic.**

The Plan will:

- Pick up on lessons learned to ensure that the city is more resilient and adaptable in the event of future pandemics;
- Support the post-pandemic recovery of the city;
- Identify wider changes required which also help the decarbonisation agenda, tackle climate change and improve health and well-being; and
- Identify any required positive permanent changes in places and as part of new development; and

- Respond to the change in work practices post- Covid through increased working from home and the need for new working and meeting hubs throughout the city.

**Objective 9: To use the placemaking approach to create sustainable places, improve the city centre and neighbourhoods, maximise regeneration opportunities, enhance the role of public spaces, ensure that future growth can be effectively managed and deliver developments of high quality design.**

The Plan will:

Define placemaking principles as an overarching approach in plan-making to create great places in new and existing locations to:

- Ensure high quality architecture, landscape design and placemaking are a priority for all new development, housing, buildings, places, streets and green spaces;
- Consider the needs, health and well-being of all people at the outset;
- Promote development in the most sustainable locations and the efficient use of land with a 'brownfield first' priority;
- Promote sustainable and active travel as part of a more integrated movement network;
- Promote high density mixed-use development;
- Deliver well designed and connected public spaces;
- Define features of character and local distinctiveness in new development utilising the Welsh Language whenever possible; and
- Establish strict controls for the sub-division of existing homes, including flat conversions and HMOs.

### 3. Looking after our natural, historic and cultural assets

**Objective 10: To ensure the resilience of ecosystems by protecting and enhancing Cardiff's green and blue Infrastructure, its biodiversity and other natural assets.**

The Plan will:

- Make Cardiff an exemplar green city by ensuring the resilience of ecosystems;
- Identify and set out how key natural assets of the city will be protected and enhanced including:
  - Open spaces, parks and allotments;
  - Enhance the access to strategically important river valleys of the Ely, Taff, Nant Fawr and Rhymney;
  - The countryside, including the strategically important 'green backdrop' formed by the ridge north of the city;
  - Cardiff's rich biodiversity and wildlife resource including designated sites and other features/ networks including trees and hedgerows;
- Recognise the role that green infrastructure can play in tackling climate change;
- Provide net benefit for biodiversity and ecosystem resilience, promoting well-being and creating healthy environments; and
- Ensure natural resources are protected including mineral and sand/gravel resources and reserves.

**Objective 11: To protect and enhance Cardiff's historic and cultural assets together with supporting sustainable tourism and cultural sectors.**

The Plan will:

- Identify and set out how key historic and cultural assets of the city will be protected and enhanced including:
  - The city's Conservation Areas, Listed Buildings, Ancient Monuments, Registered Historic Landscapes and areas of archaeological importance;
  - Other non-designated features which make important contributions to Cardiff's historic and cultural distinctiveness.
- Set out how the Welsh language can be protected and enhanced in line with relevant legislation including new infrastructure, developments, interpretation and signage;
- Set out how Cardiff's night time economy and music scene can form part of a vibrant and diverse city centre;
- Maximise Cardiff's role as an international tourism destination and host city of major events; and
- Build upon the positive, distinctive and unique qualities of existing places by identifying and responding to its unique features and opportunities including heritage, language, culture and built and natural physical attributes.

## 5. Strategic Growth and Spatial Options

### Strategic Growth Options

5.1 An important part of the plan-making system in Wales is the need to consider different options as an integral element of plan preparation. Different growth options have therefore been assessed relating to potential future levels of growth over the plan period. Guidance states that options must be realistic and sustainable. This rules out a 'zero growth' option as people are living longer and due to economic progression, people will continue to migrate to the county. Furthermore, the LDP must reflect the vision and provide for Cardiff's social and economic needs.

5.2 To inform the future direction of population and household growth within the city three potential growth options were prepared in autumn 2021 and subjected to a consultation process over winter 2021/22. The three options identified the links between population growth and estimated employment growth and provided clearly different scenarios. It was made clear during the consultation that the final chosen option could be one of these or a different figure if that were considered more

appropriate. The consultation findings together with wider work undertaken such as technical studies and Integrated Sustainability Appraisal have enabled consideration of the advantages and disadvantages of the options to determine the most appropriate level of growth for Cardiff.

5.3 The three options considered are set out below:

- **Option A:** Based on the Council's target for economic growth over the plan period to 2036 - the Plan will provide for about 19,000 new homes and 30,000 new jobs.
- **Option B:** Based on a policy dwelling led target of 1,600 dwellings per annum over the plan period to 2036 - the Plan will provide for about 24,000 new homes and 32,300 new jobs.
- **Option C:** Based on 2014 population and household projection figures and equivalent to continuing the growth levels in the adopted LDP over the plan period to 2036 - the Plan will provide for about 30,500 new homes and 43,000 new jobs.

### Identifying the Preferred Growth Option

5.4 The assessment of the three options and summary of findings were outlined in the Preferred Strategy which the Council consulted on in summer 2023. This assessment initially considered the degree to which they meet the latest Welsh Government projections and then assessed each option against other factors based on national guidance listed below:

- Accordance with Future Wales and cross-boundary/ city-region implications;
- Accordance with the Corporate Plan, 'Cardiff Well-being Plan' and 'Stronger, Fairer, Greener'
- Extent to which evidenced economic needs are delivered;
- Extent to which evidenced social/housing needs are delivered;
- Environmental and climate change implications;
- Deliverability and capacity factors; and
- Consultation findings.

5.5 Overall, this assessment concluded that Option B is supported by the strongest evidence as overall it represents the most appropriate and balanced option compared to the other two options which both have significant drawbacks going right to the heart of the plan strategy.

5.6 There were compelling reasons not to support Options A and C. Option C is unrealistic given the high level of growth proposed over the plan period. This option proposes a growth in population more than twice the latest Welsh Government projections and therefore departs significantly from latest evidence on demographic growth. This level of growth within the plan period is considered to raise major environmental and capacity issues, particularly relating to transportation. Moreover, there are fundamental concerns regarding the practical delivery of such a high level of growth. In contrast, Option A's fundamental drawback is that it falls well short in delivering the evidenced need for new homes and jobs together with not delivering Future Wales and policy aspirations of Cardiff playing a key role as the centre of a thriving city-region.

5.7 Given this it is considered the policy dwelling-led target scenario of 1,600 dwellings per annum represents the most realistic and reliable option as it demonstrates the impact of a return of a more positive outlook in terms of housing completions. Planning for such a level of housing completions will help the city recover for the pandemic, provide much needed affordable housing and be a fundamental component of future economic growth together with achieving Welsh Government's aspirations for the city as a national growth area and economic driver of the city region.

## Spatial Options

5.8 To provide for housing growth eight alternative Spatial Options have been identified and these are set out below. All options seek to:

- Support Cardiff as a key driver for growth, as part of a National Growth Areas as set out in Future Wales;
- Focus on sustainable development and the place making principles;
- Align with the One Planet Cardiff approach – to decarbonise the city and become a Carbon Neutral City by 2030, whilst creating economic opportunities and promoting social well-being.

5.9 In developing the spatial options, regard has also been had to the Candidate Sites submitted, the Well-Being of Future Generations (Wales) Act 2015 and the Cardiff wellbeing objectives.

5.10 The options identified assume that infrastructure improvements need to be aligned with new development, including improvements to transport networks, utilities, green infrastructure, health, education and social facilities. Consequently, the term 'development' used in the Spatial Options for Growth refers to the balance of housing, employment opportunities and the accompanying infrastructure.

**Option 1: Further extension of existing Strategic Site commitments**

**Option 2: Urban intensification based on a brownfield only strategy**

**Option 3: Renewal and regeneration based on brownfield mixed use sites**

**Option 4: Growth based around district and local centres in line with the city of villages concept**

**Option 5: Growth based around transport nodes**

**Option 6: Strategic public transit growth corridors**

**Option 7: Dispersed greenfield growth areas**

**Option 8: Dispersed combination of brownfield and greenfield**

## Identifying the Preferred Spatial Option

5.11 The assessment of the spatial options and summary of findings were outlined in the Preferred Strategy which the Council consulted on in summer 2023. The development of the preferred option has emerged from the consideration of the spatial options and other considerations, including but not limited to:

- the well-being objectives;
- the content of the Annual Monitoring Reports and Review Report;
- the engagement processes; and
- the Integrated Sustainability Report findings.

5.12 In identifying the preferred option, there was always an acceptance that there would be potential variations on the strategic options identified, including an option which would consider a mix of the positive outcomes from a number of those options. In considering the above, and having reference to the issues, objectives and vision discussed earlier in the plan, and the comments received from the

engagement process, a hybrid option, which reflects some of the characteristics of the eight spatial options, emerged as the most appropriate approach to delivering a balanced and sustainable spatial strategy for the city.

## Preferred Option - Sustainable Growth Strategy

5.13 This hybrid option builds on the approach highlighted through the brownfield strategic options 2, 3, 4 and 5. The strategy is essentially a brownfield strategy and seeks to meet the majority of housing land required during the plan period to 2036 through a range of brownfield sites within the existing settlement boundary. Such sites will be major regeneration and renewal areas, located within or adjacent to district or local centres or on transport nodes within the urban areas. These sites in combination with the substantial existing landbank of sites on greenfield sites around the edge of the city will provide for a range and choice of housing types and locations across the city.





## 6. Strategy

### Overview

6.1 This section sets out the overall LDP Strategy to deliver the Plan vision and objectives and address the key issues that were identified in the Preferred Strategy. The Strategy contains the elements described below together with a Key Diagram summarising the main spatial components of the Strategy. Collectively, these elements deliver the over-arching Plan vision and objectives set out in the previous section. They provide a coherent and evidence-based approach to meeting economic and social needs in a manner which respects Cardiff's environmental qualities and encourages the development of sustainable neighbourhoods as part of a sustainable city.

### Deliverable Growth

6.2 The strategy seeks to provide balanced growth centred on the delivery of a range of brownfield sites within the settlement boundary in addition to existing commitments on greenfield sites around the edge of the city. Such an approach supports the needs and the delivery of the region and the Council's strategic and regeneration objectives.

6.3 The Replacement LDP will provide the opportunity to deliver 24,000 homes over the plan period. This is the equivalent of

1,600 homes per year from 2021 to 2036. This would allow for new homes to be provided in a sustainable manner which supports the aspirations of our communities and provides appropriate flexibility to respond to the city's affordable housing objectives.

6.4 In delivering the number of homes set above, this Preferred Strategy includes an additional flexibility as part of its supply (uplift) to ensure the delivery of sustainable growth and to overcome any potential unforeseen deliverability issues. A 10% flexibility through a further 2,400 homes is included. This equates to a housing supply of 26,400 dwellings to deliver the 24,000 homes.

6.5 Such an approach will be supported through a strong economic environment with the delivery of a minimum of 32,300 jobs over the plan period a key component. This reflects the growth and job creation objectives within the Council's Economic Strategy 'Building More and Better Jobs', and through the Cardiff City Region Deal.

6.6 To deliver this the plan seeks to provide opportunities to maximise investment, and job creation across a range of sectors, including traditional employment, as well as tourism and service sectors. In this respect the Plan seeks to provide a positive framework for the creation of an enhanced economic base with appropriate opportunities for employment and commercial growth.

### Sustainable Development, Well-being and Climate Change

6.7 In planning for a sustainable future for Cardiff, the plan seeks to reflect and promote the principles of Sustainable Development and to embed the duties set through the Well-being of Future Generations Act 2015. The planning system has a long-standing track record in the promotion of sustainable development and in this respect, this Deposit LDP as it progresses through to adoption will seek to enhance the economic, social, cultural and environmental well-being of communities.

6.8 The LDP seeks to put a policy framework in place which tackles the causes and effects of climate change within the city through the adoption of sustainable principles and development.

6.9 The LDP will promote the principles of sustainability by:

- Protecting and enhancing biodiversity, townscapes and landscapes;
- Minimising energy demand and consumption by facilitating the delivery of carbon neutral buildings and homes, including the promotion of the efficient use of resources including directing development to previously developed land wherever possible;
- Reducing unwarranted reliance of the private motor car, promoting sustainable and 'green' travel alternatives, building on advances in technology and promoting accessibility to alternative means of travel;
- Promoting sustainable waste management;
- Promoting sustainable water management (including ensuring a sustainable supply of

water resources and water quality, promoting sustainable drainage modes and addressing flooding issues). This includes reducing the vulnerability of communities by ensuring that development is not located in flood risk areas;

- Promoting the enhancement of wellbeing and social inclusion by supporting healthy, accessible and cohesive communities;
- Supporting the development of a resilient economy and facilitating appropriate future growth;
- Supporting the Bilingual Cardiff vision and strategy by creating favourable conditions for Cardiff's emerging position as an area of significance for language growth and enhance opportunities for increasing daily use of Welsh in the capital; and
- Decarbonising society, developing a circular economy and making development resilient to climate change.

### Placemaking, Infrastructure and Cohesive Communities

6.10 The growth of the city provides a positive opportunity to develop and deliver a planned and coherent set of developments centred on the needs of communities and providing places where people will ultimately live, work and spend their leisure time.

6.11 The plan seeks to sustain and enhance existing communities within the city whilst also creating new and sustainable developments. This concept of placemaking is embedded in Planning Policy Wales and will form a key guiding principle in the future growth of the city and its communities and promote the six placemaking principles in the planning, design and management of new and existing places.

6.12 The plan identifies, values, and respects the distinctive qualities of existing places and responds positively to the unique features and opportunities of communities and location, including heritage, culture, language, built and natural physical attributes within the context and vision of creating a truly Bilingual Cardiff.

6.13 The plan supports an extensive green space network, which is vital to economic, environmental and community well-being. Green and Blue infrastructure refers to utilising elements of the natural environment, such as ecological features, green space, open space and water management systems, to benefit the social, economic, and environmental health of an area. Whilst the Green and Blue Infrastructure approach identifies the natural environment as an asset which developers can utilise to bring about economic growth, it also provides the means whereby these 'assets' can be protected and enhanced. The plan seeks to set a positive agenda through which the value of green and blue infrastructure in the city and its communities can be recognised. In this respect green and blue infrastructure systems are seen as a key element in delivering sustainable development.

6.14 Examples of green and blue infrastructure 'assets' include, for example, parks and gardens, amenity green space (e.g. play areas and sports fields), community growing spaces, allotments, cemeteries, urban green space, green and blue corridors (e.g. rivers, canals, cycle paths), sites of ecological, geological and landscape value, and functional green space such as sustainable urban drainage systems and flood storage areas.

6.15 The Environment (Wales) Act 2016, provides a context for the delivery of multi-functional green and blue infrastructure. Its provision

can make a significant contribution to the sustainable management of natural resources, and in particular to maintaining and enhancing biodiversity and the resilience of ecosystems.

6.16 PPW Ed.12 emphasises that the planning system should protect and enhance green and blue infrastructure assets and networks. The plan adopts a strategic and proactive approach to green and blue infrastructure and biodiversity by producing up to date inventories and maps of existing green and blue infrastructure and ecological assets and networks and integrates policies into the Plan.

6.17 The council will utilise planning obligations along with a close co-operative arrangement with infrastructure providers, to work with developers to ensure a co-ordinated approach in the delivery of necessary supporting infrastructure.

6.18 The impact of transport accessibility and constraints in the road transport network is an important consideration in creating cohesive and sustainable communities. Accessibility to sustainable transport modes including public transport, cycle paths, and footpaths provide communities with a choice of more sustainable and Active Travel modes.

6.19 The Plan recognises the propensity and impacts associated with flood risk across the city and the need to adopt a sustainable approach to flood risk management and avoidance. Consequently, the Plan's policies and proposals appropriately considers and provides a framework for the consideration of such matters alongside those set out in national planning policy.

## Environmental Qualities and Areas for Protection

6.20 The plan seeks to protect and enhance the nature conservation and biodiversity value of the city, including its rich tapestry of habitats and species. It also seeks to protect and enhance the built and historic environment of the city, including those features which contribute to its character and the area's high-quality landscapes.

6.21 In this respect the Plan recognises the importance of protecting and enhancing the environment, be it the natural environment or the historic built environment. The value of national and international designations is recognised as are those areas of local value. The need to balance the requirements for growth against the need to protect and enhance the environmental qualities is a central challenge and one which the Strategy seeks to address.

6.22 The Plan also reflects the need to safeguard the distinctiveness and character of areas within the city. In this respect the role of placemaking and how developments relate to their surroundings is a strong feature of this Plan.

## Preferred Strategy - Key Components

6.23 The key components of the strategy are as follows:

- Provide for 26,400 (including 10% flexibility allowance) new homes during the plan period 2021 to 2036;
- Provide opportunities to deliver a minimum of 32,300 new jobs during the plan period 2021

to 2036 in the city to support the strategic economic and employment ambitions within the city and region;

- Provide sufficient employment land to support economic growth and job creation;
- Potential to deliver 5,000 to 6,000 affordable homes depending on make-up of sites;
- Provide a good range and choice of housing with a 50:50 brownfield/greenfield split;
- Deliver infrastructure, community facilities and sustainable travel objectives;
- Respond to the declared climate and nature emergencies;
- Respect and enhance the rich and diverse environmental qualities of the city;
- Recognise the cultural character of the city and promote Welsh language growth and usage wherever possible;
- Contribute to the delivery of physical and social regeneration opportunities which provide for and reflect a range of diverse and cohesive communities across the city;
- Focus retail change on established centres;
- Recognise the contribution of 'previously developed land' and utilises it as appropriate;
- Provide opportunities to cater for the city's visitor economy;
- Protect and enhance the natural, historic and built conservation qualities of Cardiff and its high value landscapes; and
- Contribute to an integrated transport network both within the city and the region and promote opportunities to use and access alternative means of transport including walking and cycling.

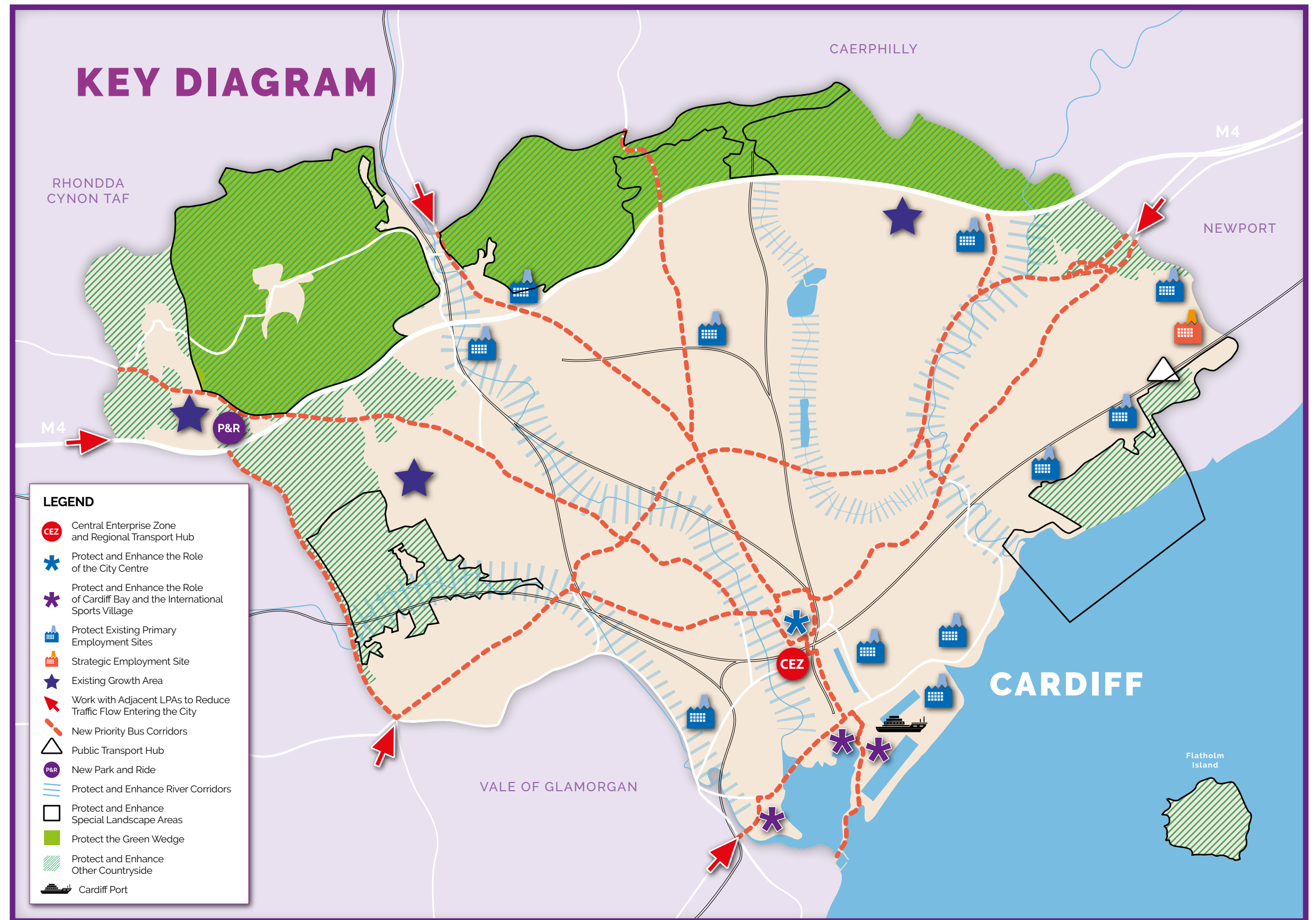


## Strategic Policies

6.24 The following section sets out the Strategic Policies which form the framework for implementing and delivering the Replacement LDP. The policies seek to support the delivery of the Plan's vision and objectives, the Council's aims set out in the strategy "Stronger, Fairer Greener" and also provides high level links and broad conformity with the Well-Being Objectives. Appendix 3 contains compatibility assessments between the Revised Replacement LDP strategic objectives, the Wellbeing Objectives, Key Planning Principles and National Sustainable Placemaking Outcomes set out in Planning Policy Wales and Future Wales.

6.25 As set out above the plan focuses on creating sustainable and inclusive places that recognise the well-being of individuals, their families and communities and is part of a connected approach across all the themes allowing for long term solutions to ensure opportunities are available to maintain and enhance well-being.

6.26 It recognises that sustainable places are created from a balance of environmentally friendly, economically vibrant, linguistically progressive and socially inclusive characteristics, which aim to benefit not only current inhabitants but also future generations.





## 1) STRONGER

### SP1: PROVIDING FOR SUSTAINABLE GROWTH

**To effectively meet evidenced economic and social needs whilst maintaining and enhancing Cardiff's environment and natural resources, the plan sets out a strategy to make provision for 26,400 (including a 10% flexibility allowance) dwellings and 32,300 new jobs over the plan period.**

6.27 As set out above various growth options have been considered and consulted on and expert advice sought. The level of growth set out within this Policy is considered to best reflect an analysis of all relevant factors. Importantly, it is based on the most up-to-date information, takes account of all relevant National planning policy guidance as set out in Planning Policy Wales and summarised below.

6.28 No other material factors are considered to possess sufficient weight to warrant departure from this level of growth which is considered to:

- Accord with Future Wales: The National Plan 2040 which identifies the city as a National Growth Area;
- Accord with the Council's vision and LDP objectives;
- Effectively respond to the clear evidenced need to provide for a considerable number of new homes and jobs. The Plan makes provision to deliver the official projections and is considered to strike the right balance having regard to the full range of factors;
- Deliver necessary homes and jobs, but in a managed and controlled manner protecting key elements of Cardiff's environment;

- Meet deliverability and capacity factors - the LDP contains proposals and mechanisms which justify how deliverability and capacity matters can be adequately addressed.
- Respond in an evidence-based manner to the divergence of views expressed during the consultation on strategic options.

6.29 The detailed breakdown of how it is intended to provide for the 26,400 new homes over the Plan period is outlined in the Urban Capacity Background Technical Paper.

6.30 In terms of the provision of new homes there is a substantial landbank of new homes already committed on a range and choice of brownfield and greenfield sites across the city (19,872 as at April 2024). In addition to this the residual greenfield allocations in the adopted LDP Strategic sites (Policy H1A) non-strategic housing allocations (Policy H1B) and Housing Led Regeneration Areas (Policy H2) proposed in the Deposit Plan will deliver a further 6,666 dwellings. Given this it is considered that no new greenfield releases are necessary, and further housing growth during the plan period will be through a range of brownfield sites within the existing settlement boundary.

6.31 This would demonstrate a 50:50 brownfield/greenfield split and will provide for market and affordable housing on a range and choice of housing types and locations across the city.

6.32 In a similar way to the provision of new homes, there is a need to provide for a range and choice of new job opportunities. It is important to ensure that a range and choice of employment land and business premises

are provided to maintain and improve the competitiveness of the city, promote, and protect indigenous business and attract inward investment. The Council will work with partners to ensure Cardiff has a thriving and diverse business community that innovates, attracts investment, and creates jobs in the city, including supporting business to invest and/or relocate into appropriate property in the city.

6.33 This approach responds to Cardiff's role as the main economic driver of the city-region in South East Wales. At the heart of this approach is recognition that the Cardiff city-region clearly forms a natural economic area, and it has consistently made a major positive contribution to the economic growth of Wales. In core city analysis, Cardiff performs well and there is an opportunity to build further on this through continuing to enhance Cardiff's role and improve linkages and connectivity within the city-region. It is also recognised that there are significant benefits for adjoining areas from Cardiff's success in achieving economic growth. The Cardiff Parkway new rail station and associated provision of B use class employment land and premises will play a vital role in this respect.

6.34 The Plan provides a framework for delivering a wide range and choice of employment sites in different locations and for different sectors including the key market sectors of ICT, energy and environmental technologies, advanced materials and manufacturing, creative industries, life sciences and financial and professional services together with public and administrative services. The range of sites ensures that Cardiff can provide for the stated level of growth for new jobs. Importantly, different sites will perform different roles in the strategy. In addition to the traditional employment sites located in south and east of the city, there are a number of out-of-centre business parks to the north

and east connected to the strategic highway network. Furthermore, land for employment is provided within the residential led developments at Junction 33, northwest Cardiff, and northeast Cardiff. The Strategy supports the regeneration of land and property for employment purposes including land at Forest Farm, Longwood Drive, Coryton for a Life Science Park. A key component of this framework is the protection of existing employment land from alternative uses, alongside maximising opportunities for refurbishment and higher density redevelopment.

6.35 The geographical spread of the 'Cardiff offer' also addresses the need to provide jobs in accessible locations. In this respect, Cardiff Central Enterprise Zone and Regional Transport Hub represents a highly sustainable and accessible location, close to areas of high unemployment in the city but also readily accessible to the wider region via sustainable modes of transport.

### SP2: SUSTAINING ECONOMIC GROWTH AND RESILIENCE

**Provision will be made for a range and choice of employment sites for different types of employment and in different geographical locations which will effectively contribute towards the delivery of the level of growth set out in the plan. This will be supported by a strong framework to protect the future role of the city's employment land, through the designation of strategically and locally important employment land and premises. These areas will be identified on the proposals map and will continue to be required for employment purposes. Such areas will need to be safeguarded from alternative forms of development, in order to effectively meet future supply in relation to both office/research and development floorspace, as well as industrial and warehousing land, over the plan period.**

6.36 In terms of providing for new employment land, the Strategy sets a framework for delivering a wide range and choice of employment sites in different locations and for different sectors including the key market sectors of ICT, energy and environmental technologies, advanced materials and manufacturing, creative industries, life sciences and financial and professional services. These sites will contribute towards the delivery of the stated level of growth for new jobs. Importantly, different sites will perform different roles in the strategy.

6.37 The provision of employment land as part of wider housing-led comprehensive developments at North West Cardiff and North East Cardiff, provides an important role in terms of the overall supply and mix of employment land offering a good range and choice of small out of centre employment sites, including offices, creative industries, small workshops, and starter units. This will be essential to ensure the continued provision of local employment opportunities and address the geographical employment disparities across the county.

6.38 The geographical spread of the 'Cardiff offer' also addresses the need to provide jobs in accessible locations. In this respect, the key strategic proposal relating to the Cardiff Central Enterprise Zone and Regional Transport Hub represents a highly sustainable and accessible location, close to areas of high unemployment in the city but also readily accessible to the wider region via sustainable modes of transport.

6.39 Cardiff's prime office core known as Central Square comprises Grade A office space including the new headquarters for BBC Cymru Wales and The Interchange, a mixed-use commercial and residential scheme and transport hub. Directly next to Cardiff Central is the new Central Quay Development, a large mixed-use development currently under construction which is proposed to include hotels, offices, luxury apartments and a university campus.

6.40 The Council resolved to grant planning permission (application 21/00076/MJR) for Land south of St Mellons Business Park (Cardiff Parkway). That remains its position. The application has been called in by Welsh Government and is still pending a decision. If approved, this development will provide a strategic employment site capable of attracting inward investment opportunities for high value service and knowledge-based sectors. This is an important employment site which contributes to the necessary range and choice of types of employment opportunities in the city. Its location is particularly well placed to provide accessible job opportunities to areas of known deprivation.

6.41 The proposed development aims to become a catalyst for growth, contributing to the regeneration of East Cardiff and the wider Cardiff Capital Region. The development of a new business park will provide up to 90,000 sqm. of business space and has the potential to support around 6,000 jobs, as well as becoming a transport hub that helps people to access other employment opportunities across the region.

6.42 Cardiff Council appointed Hardisty Jones Associates (HJA) in partnership with Owen Davies Consulting and NP Linnells Property to undertake an Employment Land and Premises Study (ELPS) (March 2022).

6.43 The future employment land requirement for Cardiff has been assessed taking into account:

- labour supply projections, reflecting the population projections;
- historic take-up of employment land; and
- employment sector projections.

6.44 The Study contributed further to the LDP Review evidence base by not only identifying employment land requirements for the replacement LDP period (2021-2036), but also assessing the suitability of the existing employment land supply to meet these needs.

6.45 In quantitative terms the existing supply of office and research and development (R&D) floorspace across the range of contributing areas (current stock of vacant premises, confirmed pipeline and strategic site allocations) is more than sufficient to meet core requirements.

6.46 The surplus of supply provides for a range of typologies and locations, including substantial provision within the Central Business Area and Cardiff Bay Area, as well as out of town/business park provision.

6.47 There is also potential for reduced demand, or additional releases from the existing stock if higher levels of hybrid working are retained in the medium-long term. Furthermore, there is potential for higher levels of stock refurbishment in response to the need to reduce carbon emissions.

6.48 Identified Industrial and Warehousing supply falls below the lowest estimate of future requirements. The industrial market has exceptionally low rates of vacancy at present, and there are strong levels of reported market demand. Stakeholders have stated that limited supply has constrained growth in this sector.

6.49 Analysis suggests the LDP should provide for approximately 300,000 sqm of industrial and warehouse space. This is substantially greater than the available supply within the current pipeline and strategic site allocations. The requirement is in the order of 140,000 sqm of floorspace, equivalent to an estimated 35 hectares in land terms.

6.50 Given the predicted future employment land requirements, it is fundamental that the Strategy seeks to protect strategically and locally important existing business and industrial and warehousing land (B1b/c, B2 and B8 uses). There will also be a strong presumption in favour of retaining existing high quality and accessible office accommodation (B1a uses).

6.51 The loss of employment land can be incremental with the loss of one site setting the precedent for the loss of a series of others in a similar location, leading to a gradual erosion of an employment area. Sometimes alternative uses can also fragment a larger business area or sever links between employment uses in an area. Over time pressure for alternative uses result in a cumulative loss of employment sites to the detriment of the local economy. In addition, many existing industrial areas are located within the 'southern arc' of deprivation in areas of greatest need for jobs and it is important to retain employment in these locations due to their accessibility.



6.52 A strong employment protection policy will ensure their continued important contribution to providing accessible sources of employment in the city. However, consideration will be given to the change of use to alternative uses (including housing) of lower quality office and industrial premises, which do not perform an important strategic or local role in terms of the overall range and choice of premises.

6.53 Where alternative use of land is considered appropriate, priority will be given to mixed-use development comprising employment, housing and community facilities or, where that is not feasible, housing (This policy position will also help to support future windfall provision over the Plan period). Other proposals will need to demonstrate why a mixed-use of housing and employment schemes cannot be achieved on a site.

6.54 The evidenced employment provision required over the Plan period will be met through the following approach:

- An increase in light industrial B1(c) provision can be delivered through the employment areas allocated in the strategic housing sites which are currently being developed across the city.
- Considering all suitable candidate sites submitted for B1, B2, B8 employment purposes.
- Reinstate Ipswich Road as a Locally Protected Employment site to safeguard this land for industrial and light industrial purposes and include in the supply over the plan period (up to 10 ha).
- The area has developed an employment led mixed use function and incorporates a range of uses including retail, business and

industrial. The retail uses are mainly located adjacent to Colchester Avenue. The remainder of the site is predominantly employment orientated with a number of office buildings, together with industrial and business uses. Uses include MOT Test centres, car body repair workshops and builder's yards. There are also a number of car sales showrooms. With relatively low vacancy rates, this site represents an important employment site and should be retained as such.

- It will be important to deliver a higher level of redevelopment and extensive refurbishment of stock within existing employment areas across the city.

This will maximise their contribution to providing jobs from existing sites and promote the more efficient use of employment land. The strategy seeks to encourage the intensification and refurbishment of existing employment land and premises which are under used, vacant or in decline. The Strategy supports the regeneration of land and property for employment purposes including land at Forest Farm, Longwood Drive, Coryton for a Life Science Park. This scheme is supported by the Cardiff Capital Region (CCR).

- Explore the potential for adjusting the development focus of already identified employment sites.
- Adopt a flexible policy approach to support employment proposals on land not identified for employment use, to support additional employment windfall sites coming forward over the plan period.
- Consider scope for any unmet employment need for industrial and warehousing land to be accommodated within the wider city region.

### SP3: ENSURING A MASTERPLANNING APPROACH

**A master planning approach will be required for both existing and future strategic sites or development including more than 100 homes, or any project involving more than one phase of development.**

**Plans for development sites which conform to these criteria should accord with:**

- i. **The following masterplanning general principles:**
  - a) **Masterplans will be prepared that encompass the whole of a development area regardless of land ownership patterns;**
  - b) **Schemes will be planned in a comprehensive and integrated manner reflecting partnership working involving all relevant parties;**
  - c) **Higher density residential and mixed-use development will be focused along public transport corridors and in neighbourhood centres with lower densities provided elsewhere to deliver an overall range and choice of housing to meet different needs; and**
- d) **The submission will include a Design and Access Statement (DAS) reviewing the site context and opportunities and constraints of development and illustrating the evolution of the urban and landscape design thinking. These should:**
  - i. **Concentrate a full range of social and community facilities within mixed use neighbourhood centres located along public transport corridors and easily accessed by walking and cycling;**
  - ii. **Aligns with the Local Area Energy Plan and energy hierarchy to strategically plan to deliver net zero development;**
- iii. **Assess and take account of Climate Change adaption requirements in relation to the nature and lifetime of development;**
- iv. **Identify key connections and strategic links for low carbon/active travel;**
- v. **Include the minimum and maximum heights of buildings necessary to deliver the highest practicable density which is suitable to maintain or enhance the character of the context of the development;**
- vi. **Set out the arrangement and hierarchy of any green and urban public spaces, including what they may contain to deliver the public space requirements arising from the development;**
- vii. **Reference key features of the planned urban form, townscape and landscape;**
- viii. **Reference areas of character, illustrated with precedents;**
- ix. **Identify positive, distinctive qualities of place and respond to unique features and opportunities of a location, including heritage, culture and Welsh Language;**
- x. **Set out the provision of necessary infrastructure and utilities;**
- xi. **Include an indicative masterplan framework illustrating a potential future layout;**
- xii. **Include a more detailed design code and green infrastructure management strategy in a format to be agreed with the Local Planning Authority; and**
- xiii. **Set out the phasing of the entire development.**
  - ii. **Guidance set out in site-specific master planning frameworks, where prepared, and any subsequent design codes.**



6.55 To more effectively manage the form, uses, transportation solutions, phasing and appearance of major new developments, this policy sets out a 'masterplanning approach'. This will provide greater certainty to developers, the public, and all other interested parties. The overall aim will be for the Council to set out a broad framework at the outset which will provide an overarching context for more detailed design and implementation work to follow. This Policy relates to all strategic sites and any other major new developments which may emerge over the Plan period.

6.56 Where the proposed development meets the minimum threshold and criteria for an Environmental Impact Assessment under Schedule 2.b.10 ii and iii (Urban Development) of The Town and Country Planning (Environmental Impact Assessment) (Wales) Regulations 2017 the Masterplan must address and describe measures envisaged to avoid, prevent, reduce or, if possible, offset any identified significant adverse effects on the environment.

6.57 This policy, in conjunction with other relevant policies, will provide the masterplanning framework for landowners and developers to prepare Parameter Plans and Master Plans for major new development proposals, which will inform the Development Management process.

#### **SP4: SECURING GOOD QUALITY AND SUSTAINABLE DESIGN**

**All new development will be required to be of the highest architectural quality, sustainable design and make a positive contribution to the creation of distinctive and healthy communities, places and spaces by:**

- i. **Character: Development must be designed to maintain or enhance the character of places. Schemes should sustain or enhance the quality and function of any townscape and landscape setting. Schemes will ensure that the layout, scale and massing, roof form, height, density, visual appearance, materials and any architectural detailing result in good design.**
- ii. **Important Features: Sympathetically integrating the existing landscape, biodiversity and historic/linguistic features of the site into the development, taking opportunities to protect, enhance and manage important features along with mitigation and enhancement measures to provide satisfactory compensation;**
- iii. **Multi-functional and connected green open spaces: Integrate water, topography, trees and other features of the site's ecology to provide multi-functional and connected green spaces that deliver biodiversity benefit, create strategically important links to surrounding areas and provide routes for people and wildlife as well as open spaces for sports, recreation and play;**
- iv. **Accessibility and Permeability: Development must be within acceptable walking and cycling distances of key local uses, open spaces, facilities and services, or a public transport service that reasonably links to them. Development should also result in a permeable network of distinct streets and other public routes that are appropriate for people moving by foot, cycle, public transport or other vehicles both within a development that recognises the local context, including how new development responds to local deficiencies and**

- provides good connectivity to adjoining areas in the interest of promoting walkable neighbourhoods;
- v. **Legibility: Development must provide continuity and enclosure of existing and new streets and public spaces to maintain, enhance or provide legible routes through development which result in places that feel safe, are easy to get around, understand and therefore navigate;**
- vi. **Energy efficient and climate responsive development: Developments must be energy efficient and be designed to be climate responsive, minimise energy demands in construction and use, maximise renewable energy generation, provide sustainable waste and water management solutions that protect water quality, minimise emissions from transport, homes and industry and reduce the impact of climate related impacts such as heat and flooding;**
- vii. **Mixed use sustainable neighbourhoods: Providing a diversity of land in the city, district- and local centres to establish and maintain a mix of mutually supportive neighbourhood uses close to people's homes. Land uses will also be located and designed to contribute to neighbourhood vitality, business viability, active commercial frontages and maintain or establish an interesting townscape;**
- viii. **Community safety: Development must create public spaces that feel safe as a result of passive or community surveillance. Routes must be overlooked where possible and lit to ensure that they are safe and well used;**
- ix. **Density: Development must promote the efficient use of land, developing at the highest practicable density which is suitable to maintain or enhance**

the character of any context. Higher densities, tall buildings and mixed-use development will be supported in areas that are highly accessible to public transport and where it is responsive to any established local character, so long as all other design matters are dealt with appropriately;

- x. **Reuse of existing notable buildings: Development must exploit the potential for sensitive and sustainable re-use of existing buildings where they form local landmark buildings that make a positive contribution to the character and appearance of the area, either individually and/or as part of a group;**
- xi. **Inclusive design Development must create inclusive environments in which buildings and resulting streets and spaces are accessible to all users throughout the day and, where possible, adaptable to future changes in health and social, economic, technological and environmental requirements;**
- xii. **Resident Amenities: Developments must ensure high quality amenity for future occupants, ensure no undue effect on the amenity of neighbouring occupiers and connect positively to surrounding communities;**
- xiii. **Identity: Development must be designed to maintain or enhance the positive, distinctive qualities of places and build in features and take advantage of opportunities provided by a location including heritage, culture and Welsh Language; and**

Proposals will align with or exceed any minimum standards and should seek to accord with guidance set out separately in relevant SPGs.

6.58 High quality sustainable design is vital if Cardiff is to meet the objectives set out in the Vision and develop as a world-class capital. More specifically, good design plays a number of significant roles: tackling climate change; protecting and enhancing Cardiff's natural and built environment; protecting local distinctiveness; attracting investment and promoting social inclusion, health and quality of life.

6.59 Good design therefore goes beyond traditional aesthetic considerations and should be an aim for all development proposals within Cardiff, regardless of their scale. Together with the masterplanning approach set out in Strategic Policy SP3, above, and relevant detailed policies, it is considered that the Plan provides a sound policy framework to ensure the best possible design solutions are secured as the Plan is implemented. Implementation of this Policy, which is aimed in part at improving water resource use efficiency, will ensure adequate water supply without adverse impacts on the Severn Estuary SAC, thereby helping to avoid the likelihood that this Plan will have a significant effect upon European designated sites. Implementation of this Policy will also reduce emission of air, water and ground pollutants, thereby offsetting increases in pollution arising from implementation of other policies in the Plan. This would contribute to avoiding significant effects upon European Sites.

6.60 A series of design SPG for different forms of development will be updated and consolidated to provide additional guidance on the detailed interpretation of this Policy. Gender Sensitive Design principles will be integrated into this range of design related SPG.

## SP5: SECURING NEW INFRASTRUCTURE

**New development will make appropriate provision for, or contribute towards, all essential, enabling and necessary infrastructure required as a consequence of the development in accordance with Planning Policy Guidance. Such infrastructure will be delivered in a timely manner to meet the needs of existing and planned communities and includes the following aspects which may be required having regard to the nature, scale and location of the proposed development and any current under-provision:**

### Essential / Enabling Infrastructure:

- **Transportation and highways including access, circulation, parking, public transport provision, walking and cycling;**
- **Utility services (including telecoms);**
- **Flood mitigation / defences;**

### Necessary Infrastructure:

- **Affordable housing;**
- **Schools and education;**
- **Health and social care;**
- **Community buildings and facilities including District and Local Centre improvements;**
- **Social value such as local employment and training including replacement employment opportunities and affordable workspace where relevant;**
- **Community safety initiatives;**
- **Open space, recreational facilities, playgrounds, allotments;**
- **Protection, management, enhancement and mitigation measures relating to the natural and built environment;**

- **Sustainable Drainage Systems (SuDS)**
- **Public realm improvements and public art;**
- **Waste management facilities including recycling and services;**
- **District heating and sustainable energy infrastructure; and**
- **Enhancement measures relating to the Welsh Language.**

6.61 This Policy seeks to ensure that new developments, irrespective of their size, location, or land use, make appropriate provision for infrastructure. Specific infrastructure requirements will vary in different locations and be dependent upon the scale and nature of proposed development. Infrastructure may be required to facilitate development (essential/enabling) or can be required to make a development acceptable (necessary). For example it may include elements from the list contained as part of the Policy, which is not exhaustive, but gives an indication of the potential scope of infrastructure which may be required.

- Category 1: Essential / Enabling Infrastructure (to facilitate development) - Those items which will need to be delivered prior to, or from the commencement of the relevant phases of development (e.g. transportation / highways infrastructure, utility services and flood mitigation / defences);
- Category 2: Necessary Infrastructure (to make development acceptable) - Items which need to be phased and implemented alongside new development, to ensure that areas are served with appropriate facilities over time (e.g. schools and recreational open space).

6.62 The list serves to give a general indication only as each topic may have complex requirements. For example, transportation infrastructure could include elements of the following:

- Routes and facilities for walking and cycling comprising both on-road and off-road improvements;
- Rapid transit corridors, including heavy rail, light rail, tram train and bus rapid transit;
- Key bus corridors and the wider bus network including bus priority measures and passenger facilities;
- The rail network and rail services including new rail stations, station improvements and facilities for rail freight;
- Transport interchanges to support integration between modes including, bus and rail stations, facilities for bus and rail-based park and ride, park and share, passenger drop off, taxis, park and cycle, coach parking, overnight lorry parking and water transport;
- Designated freight routes and freight transfer facilities;
- The road network, particularly measures to make better use of existing highway capacity;
- Transport by river (including Cardiff Bay); and
- Port and shipping facilities.

6.63 The early identification of infrastructure requirements and a commitment from developers and service providers to work in partnership will help ensure that all necessary infrastructure can be planned, delivered and managed in an orderly and timely manner.

6.64 The provision of flexible, multi-functional buildings and places will allow for essential services to be provided, whilst allowing communities to define and re-define their infrastructure requirements over time. A strong commitment to shared community buildings, services, their management and maintenance will ensure that facilities are at the heart of the community, whilst reducing overall costs to both developers and service providers. The principle of community buildings integrated within multi-function "hubs" (for example, the @Loudoun development in Butetown) is a trend which is set to continue, where the Council considers this is appropriate to do so.

#### SP6: SECURING PLANNING OBLIGATIONS

**Planning obligations will be sought to mitigate any impacts directly related to the development and will be assessed on a case-by-case basis in line with Planning Policy Guidance.**

6.65 Planning obligations are attached to planning permissions and are commitments by developers to undertake necessary works or make financial contributions that cannot be secured by condition or other statutory means and a means of overcoming obstacles to the granting of planning permission.

6.66 New development often generates additional demands upon existing services, facilities, infrastructure and the environment. Planning obligations are a means of seeking contributions from developers towards these demands, as well as negotiating benefits that improve the standard of development proposals

by providing necessary infrastructure and community benefits. The type of mitigation sought may include, but is not limited necessarily, to the types of infrastructures listed in Policy SP5.

6.67 The legislative and policy framework governing the use of planning obligations is provided in Welsh Government guidance and Regulations.

6.68 Obligations will be sought from a developer to:

- Restrict the development or use of land;
- Require land to be used in a specific way;
- Require operations or activities to be carried out;
- Require payments to be made to the authority;

6.69 They will be sought where they are:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

6.70 Obligations are normally negotiated under Section 106 of the 1990 Town and Country Planning Act. Agreements can also be entered into under Section 278 of the 1980 Highways Act. These prescribe the highway works required as a result of proposed developments. SPG will be prepared to provide further guidance on the use of planning obligations.

#### SP7: SUPPORTING PLACEMAKING PLANS

**The preparation of community Placemaking Plans which support the delivery of the Replacement LDP will be considered where appropriate for approval as Supplementary Planning Guidance (SPG) to promote collaborative action, improve well-being and placemaking.**

6.71 Placemaking Plans are a discretionary non statutory document which can provide an opportunity for understanding the place and its people, identifying opportunities for positive change and providing strategic coordination across sectors and disciplines. They can be produced by the Council in partnership with local communities and will need to follow the Masterplanning principles set out in Policy SP3 Ensuring a Masterplanning Approach. They help promote active and distinctive places that respond to the needs of the community and have long term sustainability.

6.72 The content of a Placemaking Plans is dependent on a range of factors, including the content of the Replacement LDP and alignment with planning policy as well as other key plans or strategies, the nature and the scale of the area/site, the issues it is seeking to address and community involvement. However Placemaking Plans must be in conformity with the Replacement LDP and cannot duplicate or introduce new policy. Further guidance on placemaking can be found in the [Placemaking Charter - Design Commission for Wales](#)

#### SP8: SUPPORTING THE CENTRAL AND BAY BUSINESS AREA

**The following uses are considered appropriate within the Central and Bay Business Areas:**

- i. **New offices, Commercial leisure uses within the Central and Bay Business Areas;**
- ii **Residential uses above ground floor level and/or where it does not result in the loss of a ground floor commercial unit within the Central and Bay Business Areas.**
- iii. **Enhanced retail, leisure and complementary facilities within the Central Retail and Commercial Area; and**
- iv. **Other uses most appropriately located in city centres, including uses that support the night time economy and music scene.**

6.73 This Policy describes the range of uses appropriate within the Central and Bay Business Areas. It identifies those uses most appropriately located in centres accessible by public transport to large numbers of people from within Cardiff and the wider region and encourages a mix of complementary uses to maintain and enhance the vitality, attractiveness, and viability of such centres. Identified within the Central Business Area (CBA) is the Central Retail and Commercial Area where new and improved retail uses together with non-retail services, businesses, cultural, leisure and community facilities are most appropriate to maintain a vibrant and vital retail and commercial area. These areas will be identified on the Proposals Map which accompanies the next stage in the Replacement LDP, preparation the Deposit Plan.



6.74 The CBA is the administrative and business heart of the city, and the established focus for major office and commercial leisure developments. The CBA contains the Central Retail and Commercial Area, confirming Cardiff's position at the head of the regional shopping hierarchy. The civic centre is home to the National Museum of Wales and Cardiff University which, along with Cardiff Castle and Bute Park to the north of the CBA, provide the historic setting for the city centre. The area has the diversity and attractiveness befitting a European capital city.

6.75 The Bay Business Area (BBA) is the focus for government, tourism, and leisure development; with the Senedd, the Wales Millennium Centre and other landmark buildings redefining the architectural quality and attractiveness of the waterfront and its environs. Future development will continue the transformation of the Bay Business Area with proposals for a new 17,000-seater indoor arena and proposals to revitalise and protect historic buildings. The Cardiff Bay Barrage has created a 200-hectare freshwater lake and 13km of waterfront providing opportunities for further tourism and water-based recreation as well as attracting significant inward investment in an attractive waterfront location.

6.76 New and improved leisure, recreation and tourist facilities are important for the future development of Cardiff. These uses are major employers in the city centre and generate significant benefits to the local economy. By improving the quality and range of sporting, recreation and leisure facilities, the area is made a more attractive place in which to live, work and visit, thereby helping to attract inward investment and regeneration. These attractions are also important for city marketing and the branding of Cardiff as a major cultural, sporting

and leisure destination. Furthermore, it is recognised that these facilities are an important factor in improving the well-being and quality of life of our local communities.

6.77 The Central and Bay Business Areas also contain a significant number of residential premises including high-rise apartment blocks, student accommodation and residential uses above commercial premises. Although the city centre and bay areas have experienced a large increase in residential development over the past 20 years, there remains a need to provide a wider mix of housing types and more flexible accommodation to help make city centre living more accessible to families and a broader range of people. New residential development within the Central and Bay Business areas will support the delivery of balanced, mixed-use areas where, by virtue of their proximity to public transport, leisure, employment, and community facilities, can create sustainable urban neighbourhoods and contribute to the daytime and evening economy.

6.78 To respond to the Greener, Fairer, Stronger City Recovery and Renewal Strategy (November 2021), Key Mission 1: Reimagine the City Centre a City Centre Recovery Action Plan has been approved which outlines key initiatives and programmes that the Council and partners will work towards over the next 5 years to create long-term prosperity, including completion of the Central Square Transport Interchange and upgrade the Cardiff Central (Metro Central), Queen Street and Cathays railway station; a new Metro tram link between the city centre and the bay, including the provision of new station facilities at Cardiff Central and Pierhead Street, as the first phase of the development of Cardiff Crossrail with phase 1b continuing to Pierhead Street; a masterplan to develop the new

Canal Quarter interlinking Bridge Street, David Street, Charles Street, Tredegar Street, Guilford Crescent and Barrack Lane to develop high density, mixed use development for new homes, hotels, hospitality, offices, leisure and retail; and continuation of major development at Central Quay and Callaghan Square.

### **SP9: SUPPORTING THE ROLE OF CARDIFF PORT**

**Cardiff Port shall be protected to continue its primary role through the provision of traditional port specific employment activities. Further employment generating activities, including the provision of industrial and logistical uses, and green energy generation will be supported. There will also be flexibility to allow leisure, residential and mixed uses, within appropriate areas provided they are compatible with surrounding (port-related) uses.**

6.79 The Port covers an area of approximately 292ha (including 98ha seaward) to the south of Cardiff, with shipping access via the Bristol Channel. The Port includes Queen Alexandra Dock, Roath Dock, Roath Basin and associated land, buildings, and infrastructure. ABP also owns Bute East Dock to the north, physically separated from the Port (by approximately 380m) but an important aspect of the Port's infrastructure over approximately 10ha.

6.80 The Port remains one of the Wales's major ports and trading hubs for businesses in Wales and elsewhere in the UK. The operational port and docks are an important commercial asset, providing jobs and business opportunities that contribute towards economic regeneration and international trade. Today, the Port of Cardiff supports 2,600 jobs nationally and contributes

around £180 million to the economy every year.

6.81 The Port has good transport links, located 14 miles south from Junctions 29 and 30 of the M4 and direct links to the national rail network. The Port is also less than two and a half miles from the city centre. The Port's existing facilities include transit and distribution warehouses, open hard-standing storage areas and appropriate infrastructure, including overhead gantry cranes. The Port has three berths approved for cruise liner calls and two sand and minerals wharves. However, the Port has a number of vacant land parcels across the site, representing opportunities for rationalisation and the release of land for redevelopment.

6.82 It is fundamental to ensure the Port will maintain its role as an economic driver for Cardiff and the region in the 21st century. Recent investments in Cardiff includes over £4 million for warehouse improvements and handling equipment to support customers in the steel, forest products and general cargo sectors. However, there is a need to respond to changing demand over the Plan period.

6.83 ABP has identified that there are many opportunities to develop and grow new businesses for the future and undertake complementary development through careful business planning and site-wide masterplanning activities. ABP's publication 'Future ports: Wales vision' recognises that its Welsh ports are going to be hugely important assets in helping Wales make the strategic realignments demanded by decarbonisation and digitisation. ABP sees opportunities for its ports, land and infrastructure to decarbonise energy generation, in manufacturing and logistics while also offering opportunity to create growth environments for communities, and businesses across a wide range of land uses.

6.84 It is important to recognise over the plan period that non-port uses are possible at some locations at Cardiff Port, with land available to anchor new investments into the local communities. As well as industrial and logistic uses, other mixed-use development should be considered positively, where appropriate, including (but not limited to) residential, leisure and green energy generation. Allowing the delivery of broader uses to include wider employment and job generating uses on port land, not just port-related uses, will help harness innovation. However, the operation of the port and ancillary uses should take precedence, and any mixed-use residential schemes will need to be properly master planned to ensure there are no negative impacts on the operational use of the port or the future occupants of the residential development.

6.85 The site is the subject of a planned station for South Wales Metro, capitalising upon the existing rail infrastructure serving the Port. This offers significant future potential for sustainable travel to/from the site.

6.86 Future proposals will need to have regard to the Severn Estuary SSSI/SAC/SPA and Ramsar site and where they are likely to have a significant effect on an international site, an appropriate assessment of the proposal will need to be undertaken.

#### SP10: SUPPORTING TOURISM

**Appropriate sustainable tourism developments to build upon Cardiff's role as a Capital City and a major tourist, arts, cultural and sporting destination will be supported and promoted where proposals meet with all other relevant LDP policies.**

**Tourism development linked to regeneration initiatives will be promoted including:**

- **A new 17,000-seater Indoor Arena in Cardiff Bay.**
- **Redevelopment of Metro Central and Central Quay.**
- **Redevelopment of the Canal Quarter, including reopening the canal and creating new public and commercial spaces on Churchill Way.**
- **Further sport-related development at the International Sports Village (ISV).**

6.87 Future Wales emphasises the importance of tourism as part of the foundational economy, which is considered 'integral to the well-being of places, communities and people and which deliver people's everyday needs. Whilst making an important contribution to the economy, there is a positive link between tourism and the physical and mental well-being of communities. This is especially enabled through active, green, and cultural forms of tourism including Welsh language tourism.

6.88 The Replacement LDP recognises the significance of tourism in these multifaceted respects, whilst appreciating how central the tourist industry is to the economy of Cardiff.

6.89 Tourism has the potential to increase economic activity, assist regeneration and conservation, and raise general health and well-being. There can also be some negative impacts of tourism, as a result of visitor pressure, in terms of traffic congestion, harm to sensitive natural environments (for example in undeveloped coastal areas and protected areas), and to local communities. Policies in the Replacement LDP aim to direct tourism development to locations to avoid such impacts or seek to control development to reduce negative impacts.

6.90 Tourism is a vital part of the Welsh and Cardiff economy. In 2021 the visitor economy was worth £728 million to Cardiff's economy from 0.98 million overnight trips and some 8.88 million day visitors. In 2018 the 9 day National Eisteddfod in Cardiff saw an economic benefit of £17.5 million to the area and in 2021 tourism directly supported over 7,000 full time jobs in the city.

#### SP11: MAINTAINING A SUPPLY OF MINERALS

**Cardiff will maintain a steady and adequate supply of minerals and contribute to regional aggregate supplies by:**

- i. **Promoting and supporting the efficient use of minerals and use of alternatives to naturally occurring minerals including the re-use of secondary aggregates;**
- ii. **Protecting existing mineral reserves and safeguarding potential resources of limestone and sand and gravel from development that would preclude their future extraction;**
- iii. **Maintaining a minimum 10-year land bank of permitted crushed rock aggregate reserves in line with national guidance;**
- iv. **Supporting appropriate applications for sand and gravel extraction;**
- v. **Safeguarding wharves from development that would prevent their use for landing marine dredged sand and gravel; and**
- vi. **Ensuring the reinstatement of the site to a condition fit for an appropriate after-use supported, where relevant, by adequate after-care proposals.**

6.91 Minerals are a valuable but finite resource. An adequate and steady supply of minerals is essential to the national, regional and local economy and their exploitation makes a significant contribution to our economic prosperity and quality of life. Cardiff is one of the largest producers and consumers of minerals in the region and those minerals worked in Cardiff at present provide the essential raw materials for our buildings, infrastructure and maintenance. Natural minerals include quarried hard rock (carboniferous limestone and dolomite), and dredged sand landed in Cardiff Docks.

6.92 Crushed rock production averages at around 1 million tonnes (mt.) per annum, which is broadly similar to the rate of consumption in the County. In addition, approximately 0.3mt of sea dredged sand is landed at Cardiff Docks every year. The majority of natural mineral production is used in the construction industry as crushed rock aggregates. Secondary materials, such as construction and demolition waste are also used as substitutes for natural aggregates. Cardiff is also an important source of dolomitic and high purity limestone for industrial use in the local steelmaking process.

6.93 This Policy recognises that Cardiff is an important regional provider of minerals and provides for the continuation of its present contribution to meeting regional demand. The Regional Technical Statement 2nd Review (September 2020) produced by the North and South Wales Regional Aggregates Working Parties states that Cardiff should make provision for 1.411 million tonnes of crushed rock aggregates per year. Taking into account the existing landbank, there is a shortfall of 7.475 mt. which should be met by 2041.

6.94 On a regional basis Cardiff forms part of the Cardiff city sub-region along with Caerphilly, Vale of Glamorgan, Rhondda Cynon Taff, Bridgend and Merthyr Tydfil. A position statement for the sub-region was produced in July 2022 and this states that allocations are required in Cardiff of 7.475 mt. Since publication of the position statement an application has been approved for an additional 4 mt. at Taffs Well Quarry and a further application to deepen Taffs Well Quarry (which will yield an additional 3 mt.) is currently being considered by the Council. In addition to this a preferred area for mineral working is allocated in the RLDP to the west of Ton Mawr Quarry. Given this it is considered that the plan can meet the shortfall identified above.

6.95 The Policy promotes the increased use of alternatives to naturally occurring minerals. The re-use or recycling of construction and demolition material and industrial wastes serves not only to reduce the amount of waste produced but also conserves scarce non-renewable natural mineral resources and minimises environmental damage.

6.96 However, allowing for improvements in recycling and re-use, there will remain a need for primary materials. It is recognised that natural mineral resources can only be replenished over geological timescales and that they need to be protected for future generations. As minerals can only be worked where they exist, it is important to protect them from inappropriate development which could effectively sterilise them. The Policy precludes inappropriate development on mineral reserves and resources themselves and allows for buffer zones within which sensitive development will be prevented.

## 2) FAIRER

### SP12: DELIVERING SUSTAINABLE NEIGHBOURHOODS, SOCIAL COHESION AND AFFORDABLE HOUSING

To ensure liveable, efficient, well balanced and cohesive communities, with improved quality of life and access to employment opportunities and affordable housing, the creation of sustainable neighbourhoods will be promoted and enhanced. This will be achieved through:

- i. Providing a range of dwelling sizes, tenures, types and locations that meet the full range of housing needs, particularly affordable accommodation, accommodation that meets the needs of an ageing population, and family units to meet the needs of children and young people. Provision will also be made for the accommodation needs of Gypsy and Travellers;
- ii. Supporting the vitality, viability and attractiveness of existing District and Local Centres and their regeneration, including retail and other commercial development and housing of an appropriate scale;
- iii. Encouraging the provision of a full range of social, health, play, leisure and education facilities and community infrastructure for both existing and new communities that are accessible to all by walking and cycling and public transport;
- iv. Supporting the regeneration of deprived communities within the city and maximising the additional benefits that new communities can bring to adjoining or surrounding communities;

- v. Encouraging the enhancement of communities through better equality of access to services for all including people with disabilities, providing assisted living accommodation, providing facilities that support the Welsh Language, promoting cultural and wider diversity for all groups in society, and creating places that encourage social interaction and cohesion;
- vi. Designing out crime and creating communities which are safer and feel safer; and
- vii. Establishing strict controls for the sub-division of existing homes, including flat conversions and HMOs.

6.97 In accordance with Planning Policy Wales a key part of the successful progression of the city will be to develop sustainable neighbourhoods, ensure strong and cohesive communities, tackle deprivation, reduce inequalities, and improve the quality of life for all. In delivering sustainable communities, the Council will seek to ensure a range of dwelling sizes, types and affordability is provided in terms of both market and affordable housing to meet identified needs (including supported and older persons accommodation and other special needs where appropriate), in safe neighbourhoods. In Cardiff, in line with national trends, average household size has been declining and in general this has been reflected in an increasing proportion of 1 and 2 bedroom flats in schemes with residential consent.



6.98 Whilst the provision of flats does cater for those seeking smaller units of accommodation, and this may free up other larger units of existing housing, there will still be a need for a range of dwelling types and sizes to be provided on sites that come forward during the Plan period. Whilst flats may be appropriate on some sites, the Council will seek to ensure, particularly in larger schemes, that a range of dwelling types and affordability is provided.

6.99 The draft Cardiff Local Housing Market Assessment (which is pending the Welsh Government approval process) estimates an average annual overall additional net affordable housing need of 1,098 per annum over the 15 year plan period to 2036. This estimate is split between 790 per annum social rent and 308 per annum intermediate rent/Low Cost Home Ownership. The delivery of sites through the planning system is only one of a variety of means to achieving a supply of affordable housing.

6.100 It will also be important to manage the impacts of large concentrations of HMOs on local communities and where appropriate it is proposed that strict controls on HMOs, including flat conversions are introduced. The approach taken will be informed by evidence on harm caused by such concentrations and approaches taken by other Local Planning Authorities across the UK.

6.101 The Plan also supports the viability and attractiveness of District and Local Centres which form an important part of Cardiff's retail hierarchy and of its social, economic and physical fabric. In addition to their primary function of providing local shopping facilities they also accommodate a range of accessible services facilities and employment. This Policy

aims to support the retention and provision of local shopping facilities, which remains the primary role of centres and underpins their vitality, attractiveness and viability. Such facilities are also accessible to the local community by public transport, walking and cycling thereby supporting the sustainable transportation objectives set out in the Plan. Furthermore, the Policy also seeks to encourage investment and renewal of the physical fabric of centres.

6.102 Providing a range of community, health, religious and educational facilities which are accessible to as many people as possible including facilities for Welsh language is an essential requirement in order to secure sustainable thriving communities. Such facilities are significant local employers and can contribute towards the regeneration of local areas. Additionally, these services are essential to maintain and improve the quality of life of people living and working in Cardiff.

6.103 The masterplanning approach which has been adopted to provide a framework for the development of strategic sites fully recognises the potential benefits that new development can bring to adjoining areas. Opportunities can be taken to deliver the aims of this Policy by new development enhancing the quality and range of existing provision of a range of facilities and services.

6.104 In order to further support the regeneration of deprived communities within the city the LDP will support implementation of the Council's Neighbourhood Renewal Schemes programme, which aims to close the gap between the most deprived neighbourhoods and the city as a whole.

6.105 In order to secure sustainable communities and recognise Cardiff's commitment to make Cardiff a Child Friendly City, Age Friendly City and truly Bilingual City, it is important that the LDP helps promote a culture in which diversity is valued, and equality of opportunity is a reality. This will be achieved through a combination of policies within the Plan, particularly those creating places that encourage social interaction and cohesion.

### **SP13: SECURING HEALTH AND WELLBEING AND RESILIENCE**

**The LDP will seek to promote economic, social, cultural and environmental benefits and reduce health and wellbeing inequalities through creating accessible and healthy environments. It will contribute to health by encouraging healthy lifestyles, addressing the social determinants of health, providing accessible health care facilities and supporting the post pandemic recovery. This will be achieved by supporting developments which take a placemaking approach, including providing for active travel, community spaces, a range of housing according to population need, accessible and useable green and blue spaces, and access to healthy food retail and growing environments.**

6.106 "The Well-being of Future Generations (Wales) Act requires public authorities to improve on its delivery of the social, economic, environmental and cultural aspects of well-being, including all seven well-being goals

6.107 "Sustainable Development" means the process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed

at achieving the well-being goals. Acting in accordance with the sustainable development principle means that a body must act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs."

6.108 This Policy focuses on the relationship between development and people's health and well-being. It accords with the aim in Planning Policy Wales to 'create sustainable places which are attractive, sociable, accessible, active, secure, welcoming, healthy and friendly' (Planning Policy Wales Para. 2.3) through ensuring that health and well-being is considered in new developments. It also assists achievement of a number of key Planning Policy Wales planning principles including facilitating accessible and healthy environments and creating and sustaining communities. The effect of development on people's health is a key element of sustainable development and its consideration will raise any significant issues which need to be taken into account.

6.109 Implementation of this Policy supports the objectives of the Cardiff Local Well-Being Plan 2023-2028, the Move More Eat Well Plan 2020-2023 (Regional Partnership Board), Healthy Weight: Healthy Wales obesity strategy (Welsh Government, 2019) and contributes to the delivery of a number of the well-being goals in the Well-being of Future Generations (Wales) Act 2015.

6.110 Overall, these policies and guidance conclude that the built and natural environment together with lifestyle behaviours contribute to improving health. Key measures to improve the health of the population include providing and maintaining:

- Active travel opportunities such as walking, and cycling and public transport;
- Neighbourhoods with good access to local facilities, education and retail;
- Spaces with good air quality and reduction in harmful pollutants;
- Spaces for communities to connect;
- Safe, quality, appropriate housing which enables people to live in their homes for longer;
- Access to well-maintained open spaces for physical activity, play and sport, and food growing; and
- Access to health care facilities.

6.111 Such measures will assist in:

- Achieving and maintaining a healthy weight;
- Reduced risk of disease;
- Reduction in chronic illness;
- Improving and protecting mental health.
- Supporting overall cognitive and emotional growth in children.

#### **SP14: PROTECTING AND ENHANCING BUILT HERITAGE AND CULTURE**

**Cardiff's distinctive heritage assets will be protected, managed and enhanced. In particular archaeological remains and the character and setting of its Scheduled Ancient Monuments; Listed Buildings; Registered Historic Landscapes, Parks and Gardens; Conservation Areas; Locally Listed Buildings and other features of local interest that contribute positively to the visual and cultural distinctiveness of the city.**

6.112 This Policy affords strategic policy protection for Cardiff's historic environment as required by legislation and Planning Policy Wales (PPW). The historic environment is a finite, non-renewable and shared resource that enriches people's lives - and the visual appearance of the city. It reflects the diversity and culture of the communities that have formed it over time, provides evidence of Cardiff's past and helps define its present identity and character in both languages. An understanding of the historic and cultural significance of the city can provide a context for managing change and creates a backdrop for innovation in the design of new development to shape the future of the city. Detailed development management considerations are set out in Policy HE1.

6.113 There are currently 32 Scheduled Monuments in Cardiff. This Policy affords appropriate protection to these monuments (and others that may be scheduled over the Plan period), as well as other important archaeological remains identified within the Historic Environment Record. The Archaeology and Archaeologically Sensitive Areas SPG provides further guidance, with a particular focus on four areas of the city where significant finds have been recorded.

6.114 There are currently almost 1,000 buildings in Cardiff on the statutory List of Buildings with Special Architectural or Historic Interest, designated by Cadw on behalf of the Welsh Government. Along with the legislation referred to above, this Policy affords appropriate protection to these statutory listed buildings - and others that may be added to the list by Cadw over the Plan period.

6.115 The Council also holds a Local List of Buildings of Merit. This Policy identifies the significance of these locally listed buildings (and others that may be added to the list by the Council over the Plan period) have in forming the character of the area. Planning Policy Wales Technical Advice Note 24: The Historic Environment and the associated guidance Managing Lists of Historic Assets of Special Local Interest in Wales identify the weight their designation may have in the assessment of development proposals.

6.116 There are currently 27 conservation areas in Cardiff, as identified on the Constraints Map. Along with the legislation referred to above, this Policy affords appropriate protection to these and other areas that may be designated by the Council over the Plan period. The Policy should be read in conjunction with the adopted Conservation Area Appraisal prepared for each area.

6.117 Finally, there are currently 18 historic sites on Cadw's statutory Register of Historic Parks and Gardens. In addition, the Wentloog Levels (partially in Cardiff) are on Cadw's advisory Register of Historic Landscapes in Wales. This Policy affords appropriate protection to these and other historic parks, gardens and landscapes that may be added to the register by Cadw over the Plan period.

#### **SP15: SECURING AND ENHANCING OPPORTUNITIES TO GROW THE WELSH LANGUAGE**

**The Cardiff Local Authority area is an Area of Linguistic Importance and the LDP supports development proposals that seek to protect, enhance and promote the interests of the Welsh language to support a Bilingual Cardiff. Where appropriate, development proposals are expected to identify positive measures that enhance the interests of the Welsh language, that increase the opportunities to speak the language on a daily basis as well as identify any mitigation measures in the case of adverse effects. Land use proposals that have a significant adverse or disadvantageous effect on the viability and vitality of the Welsh language and Welsh culture will not be permitted – unless there are specific measures that strengthen the positive impacts and/or remove/mitigate the negative impacts.**

6.118 The 'Well-being of Future Generations (Wales) Act 2015' requires public bodies throughout Wales named in the act to work towards achieving seven well-being goals, including 'A Wales of vibrant culture and a thriving Welsh language'. The Welsh Government has a duty to promote and facilitate the use of the Welsh language and to work towards achieving the well-being goals.

6.119 The 'Cymraeg 2050' strategy sets the targets of creating a million Welsh speakers by 2050, and increasing the percentage of the population who speak Welsh every day and who are able to speak more than a few words of Welsh to 20% by 2050. Creating sustainable places through placemaking also embraces creating and sustaining communities that enable the Welsh language to thrive.

6.120 With the Planning (Wales) Act 2015 the Welsh language became, for the first time, a consideration in planning legislation created in Wales. As Welsh is part of the historic and social fabric of the capital, ensuring a Welsh language strategic policy is in line with guidance set out in PPW and the Local Development Plan Manual (Edition 3, WG 2020) which identify the Welsh language as a valid strategic subject in development plans.

6.121 Cardiff Council has a vision for a capital of Wales that is truly bilingual. That is in line with the national aspiration to significantly increase the number of Welsh speakers and to double the community opportunities available to use Welsh on a daily basis and to ensure that it is a thriving language, in line with the Cymraeg 2050 strategy and the Well-being of Future Generations Act 2015.

6.122 In stating in this plan that Cardiff is an area of Linguistic Importance, in line with TAN 20 Planning and the Welsh language (2017) and PPW 12 (2024), that means that land use infrastructure development and employment and community facilities proposals must conscientiously consider this element at an early stage in the planning process in the same way that other strategic subjects and themes are considered.

6.123 As described in the Welsh language Background Paper, whilst the Welsh language featured strongly as a feature of the 19th century growth of Cardiff as a trading port, the English language became the dominant language of the City's public and social life during the twentieth century. The language's health and vitality only started to reverse its fortunes from the 1970's onwards due to the growth of the use of the language in education and broadcasting.

6.124 According to the 2021 Census, Cardiff is the local authority with the third largest number of speakers in Wales who understand, read and write Welsh, and one of the few areas to see growth in the past decade, so the numbers, ages and concentration of Welsh speakers here are significant to the growth of the language over the development plan period. The Annual Population Survey (for the year ending June 2024) also indicates that Cardiff now has the third largest number of speakers of the language (at 80,600) out of all Welsh local authorities. The focus of this policy will therefore be on speaker numbers rather than percentage and on increasing opportunities to use the language in the city.

6.125 Where the proposed development meets the minimum threshold and criteria for an Environmental Impact Assessment under Schedule 2.b.10 ii and iii (Urban Development) of The Town and Country Planning (Environmental Impact Assessment) (Wales) Regulations 2017 the Environmental Statement on the likely significant effects and impact on the baseline scenario and likely evolution of the population factors must include the likely effects on the opportunities on the use of the Welsh language. Further guidance will be developed in the Welsh language Supplementary Planning Guidance.

6.126 In promoting the language and Welsh culture the Plan enables the Council to protect, nurture and promote Welsh as a viable language in the community throughout the authority by ensuring that land use proposals are developed

with an eye on the vision of a bilingual capital. Where appropriate, development proposals will be required to recognise the official status of Welsh in the city and to commit to facilitating opportunities to increase the use of Welsh on a daily basis and not to treat the Welsh language less favourably than English in accordance with the requirements of the Welsh Language Standards and Measure.

6.127 Proposals will be expected to respect the Welsh language element when naming developments and also follow good practice in naming specific features in Welsh, as part of the placemaking effort. The absence of use of Welsh will undermine the strategy and will contravene this policy.





### 3) GREENER

#### SP16: PROTECTING THE SETTING OF THE CITY THROUGH A GREEN WEDGE

To strategically manage the urban form of Cardiff and to protect the setting of the urban area, a Green Wedge is proposed on land North of the M4. Within this area development which prejudices the open nature of this land will not be permitted. Positive biodiversity, landscape, climate change mitigation and informal recreational management and enhancement measures will be encouraged in this area to further enhance the long-term role of the area as a key natural resource benefiting the city.

6.128 Together with Key Policy SP17 this Policy seeks to strategically manage the future built form of Cardiff's urban area. The designated area forms land North of the M4 in Cardiff as shown on the Key Diagram. This land unquestionably forms a distinctive, prominent and well-known green backdrop to the city forming a strategically important setting to the urban area. The land is also generally well contained by the strong physical boundary of the M4 Motorway to the south.

6.129 Planning Policy Wales provides further specific guidance on the consideration of planning applications within the Green Wedge designation. This guidance states that certain forms of development may be appropriate in the green wedge provided they preserve its openness and do not conflict with purposes of including land within it. Uses listed that may be appropriate include essential outdoor sport and recreation, cemeteries and renewable and low carbon energy generation.

#### SP17: MANAGING SPATIAL GROWTH THROUGH SETTLEMENT BOUNDARIES

To strategically manage the spatial growth of Cardiff, settlement boundaries are proposed. In all areas outside the defined settlement boundaries, otherwise referred to as countryside, there will be a corresponding presumption against inappropriate development.

6.130 Settlement boundaries are a key mechanism for helping to manage growth by defining the area within which development would normally be permitted, subject to material planning considerations. This Policy compliments the Green Wedge Strategic Policy SP16 set out above. The policy will impose a strict control on development of all countryside in Cardiff outside the identified settlement boundaries. These settlement boundaries will be shown on the Proposals Map which accompanies the next stage in the Replacement LDP preparation the Deposit Plan.

6.131 Cardiff's countryside is a valuable and finite resource which is under increasing pressure from all kinds of development due to its proximity to the urban area, including farm diversification and equine-related proposals, and because of the large number of properties and small parcels of land in different ownerships spread throughout the countryside. Whilst it is necessary to encourage sensitive proposals that support a working countryside, Cardiff's countryside is particularly vulnerable to the cumulative impact of insensitive new developments that may harm its character and appearance together with 'suburbanising' attractive landscapes.

#### SP18: DELIVERING SUSTAINABLE TRANSPORT AND ACTIVE TRAVEL

Development will be integrated with transport infrastructure and services and expected to help to:

- i. Achieve the target for 75% of all journeys to made by sustainable transport modes by 2030 as detailed in the Cardiff Transport White Paper;
- ii. Improve the wellbeing of Cardiff residents with developments following the goals in the Wellbeing of Future Generations (Wales) Act, Llwybr Newydd: the Wales Transport Strategy 2021 and the Cardiff Wellbeing Strategy;
- iii. Reduce travel demand and dependence on the car;
- iv. Enable and maximise use of sustainable and active modes of transport;
- v. Integrate travel modes;
- vi. Provide for people with particular access and mobility requirements;
- vii. Improve safety for all travellers;
- viii. Improve the place making function of transport infrastructure;
- ix. Maintain and improve the efficiency and reliability of the transport network;
- x. Improve air quality;
- xi. Support the movement of freight by rail or water; and
- xii. Manage freight movements by road, minimise their impacts and where possible transfer long-haul freight to electric vehicles, smaller vans or e-cargo bikes for last-mile deliveries via multi-modal hubs.

6.132 The Council supports the enhancement or provision of new sustainable transport infrastructure where it is deemed appropriate or essential for development to comply with the requirements of this policy. Where this has been determined to be required to enable development, the responsibility for the design and provision of suitable infrastructure will be for the developer address, with the input and approval of the Council.

6.133 The Council is responsible for managing the operation of the network on behalf of all users and their needs. However, the Council's vision for sustainable transport cannot be achieved without collaboration from all highway users, including but not limited to developers and applicants for planning proposals, local residents, local interest groups, and private companies. The onus is placed on all users of Cardiff road space to prioritise and promote sustainable transport and achieve the target for 75% of all journeys to made by sustainable transport modes by 2030.

6.134 As the capital city, Cardiff is a focus for employment, retail, leisure, culture and tourism. Cardiff has the ambition to become a world-class cycling and sustainable travel city with improved air quality, reduced congestion and enhanced public realm. The Cardiff Transport White Paper sets the target for 75% of all journeys to made by sustainable transport modes by 2030. To achieve this ambition in locations with limited road space, there is a need to re-prioritise the space to promote sustainable modes of movement, walking, cycling and public transport.

6.135 The Council, in its capacity as Local Planning and Highway Authority, has a key role in delivering change to the movement network through place shaping. Although other strategic transport decisions are being taken by the Welsh Government, Transport for Wales, the rail industry, and bus operators, the Local Plan has an important role in helping to implement and support transport projects and the principles of sustainable travel. It can have an important impact on the movement in Cardiff through its policies on density, design and location of new development, parking and requirements for infrastructure provision from new developments, in particular improvements to sustainable travel.

6.136 The growth and development proposed in this plan are supported by the Councils Transport White Paper 2019 which lays out an ambitious 10-year plan to tackle the climate emergency, reduce congestion and improve air quality in the Welsh capital.

6.137 The Transport White Paper includes:

- Expanding on the Metro plans for new tram-train routes and stations;
- Introducing new Bus Rapid Transit services and Park & Ride sites, and making bus travel far cheaper; and
- Re-prioritisation of streets to give more space to people walking and cycling.

6.138 This will deliver a step-change in travel choices for diverse movements within and into Cardiff and is further detailed in the transport policies within this plan.

### **Spatial Strategy to encourage sustainable modes**

6.139 The following movement-specific objectives are important to ensure people are provided with efficient, attractive, and sustainable ways to move throughout Cardiff:

- Prioritise walking and cycling and use of public transport, and reallocate road space according to the hierarchy of modes in the Welsh Transport Strategy;
- Support additional demand management measures alongside existing measures, which may include traffic restrictions;
- Change traffic management, which could include the re-allocation of road space, whereby the space could be dedicated for segregated cycle routes, bus priority and the provision of wider footways and an enhanced public realm, in accordance with the Active Travel Wales Act and Cardiff Transport White Paper;
- Allow penetration of frequent public transport services and stops as close as possible to the city centre, district centres, employment centres and new residential sites, as well as improving interchange between modes;
- Optimise the capacity of the city centre and district centres for walking and cycling by creating a comprehensive and legible network and improved public realm;
- Reduce congestion levels to ensure buses have minimum possible delay, improve service to passengers, reduce pollution and remove the need for long schedule recovery times to provide a reliable city-wide service;

- Enable growth in public transport passenger numbers, through more efficient "Bus Rapid Transit (BRT)" operating principles, infrastructure and vehicles, and;
- Ensure servicing and deliveries can be managed efficiently with a particular focus on looking for alternatives to the first mile/last mile deliveries, for example cycle couriers.

6.140 These key objectives seek to enhance the experience for people travelling to, from and within Cardiff. Such measures would lead to a reduction in air and noise pollution and a more inclusive environment with improved road safety. Proposals for innovative forms of sustainable travel that would help deliver these objectives will be supported.

### **Disabled access and inclusive design**

6.141 Inclusive design requires that the needs of all disabled people are considered from the outset of any transport and pedestrian infrastructure, including maintenance, schemes, so that, for example, tactile paving surfaces provided for vision-impaired people do not create trip hazards or cause undue discomfort to people with conditions such as arthritis. The design and location of bus stops, footways, parking cycling facilities should be designed in an inclusive way with the needs of people with disabilities in mind.

### **Responding to the Climate Emergency**

6.142 In 2019 Cardiff Council announced a Climate Change Emergency. Everyone must play their part in addressing climate change. Research shows the public's concern about climate change is at an all-time high. In 2023, 76.5% of people who took part in the Ask Cardiff Survey said they were either "very" or

"fairly concerned" about climate change<sup>2</sup>, and the level of concern was shown to be higher amongst those who identify as LGBTQ+, were aged under 35, were an ethnic minority, were female, speak Welsh, or live with children in their household. The science is clear - urgent action is needed to cut carbon emissions. The high use of single-person car journeys into and around Cardiff only adds to the city's carbon figures. Bringing services and goods closer to people through a joined-up development plan and use of sustainable neighbourhood concepts will reduce the need to travel in Cardiff. Building a network of environmentally conscious sustainable transport alternatives that encourage people out of cars will reduce the impact transport has on the environment. The climate emergency adds urgency to the decisions needed to be made, for our children's futures. Cardiff Council is not only working towards the UK's net zero emissions by 2050 target, but it also wants to get there faster.

6.143 Following city-wide consultation, the One Planet Strategy reflects the priorities of city-wide stakeholders and our actions to deliver the 2030 Carbon Neutral City and Council target, supporting the ambition to keep global warming to less than 1.5°C.

### **Clean Air**

6.144 Road traffic is also the main cause of air pollution. The health effects of air pollution have been extensively researched and are well documented. Along with physical inactivity it is one of the biggest health issues of our time. Cardiff has some of the highest levels of Nitrogen Dioxide (NO<sub>2</sub>) pollution in Wales. In fact, levels exceed the EU and national limits for NO<sub>2</sub> in some areas.

6.145 Cardiff has a Clean Air Plan that aims to address NO<sub>2</sub> levels in the short term, but we want to get the air we breathe in the city as clean as it can be. Improvements to sustainable travel options such as electric buses and increasing the number of journeys made by active travel (walking and cycling) is a key part of this plan.

6.146 The impacts of poor air quality are clear, for the Cardiff and Vale University Health Board area, the number of equivalent deaths due to long-term air pollution is estimated to be in the range of 178-227 per year. Improving air quality and increasing levels of physical activity doesn't just protect our health, it can help to reduce the level of spending required on health services.

#### Creating Safe and Healthy Communities

6.147 Creating Safe and Healthy Communities Transport has a major role to play in making where we live safer, happier and more attractive. It is easy to forget that the most common cause of death for children between the ages of five and 14 years is being hit by a vehicle. Fear of moving traffic and the cars clogging up our streets have put a stop to children playing outside and limited their independence across much of our city. Recent research shows that two-thirds of drivers feel that it is often not safe for children to walk or cycle because of traffic in UK cities. Streets that are safe for children are streets that are good for all of us. By having a transport network that focuses on people, as well as vehicles, our streets, neighbourhoods, and public spaces will be safer, cleaner, and quieter. Creating places where people choose to spend time with family and friends. Having safe communities and attractive public spaces is also crucial to promoting active travel (walking and cycling). Not only is it the greenest way to get

around - generating less pollution and helping to tackle climate change - it also helps keep us fit while saving us money.

6.148 New developments have a crucial role in designing safe spaces for all modes. The Restricted Roads (20 mph Speed Limit) (Wales) Order 2022 legislation means speed limits on most restricted roads have been reduced from 30mph to 20mph, since September 2023. This is a key step to reduce the number of collisions, make streets safer and to help to improve our health and wellbeing.

#### SP19: SECURING NEW TRANSPORT INFRASTRUCTURE

**Developments that demonstrate contribution and alignment with the following new infrastructure projects in Cardiff will be supported:**

- **North West**
- **North and South East Corridors**
- **South West Corridor**
- **Northern Corridor**
- **Eastern Bay Link.**
- **St Mellons rail interchange including Park and Ride.**

6.149 There has been considerable success in delivering major transport improvements in Cardiff in recent years, not least the recent upgrade to Castle Street, the development of Cycleway 1 and Greener Grangetown. These schemes, in addition to improving sustainable travel options and safety around the city, have also provided significant improvements to the local environment and townscape. However, with the continued growth of Cardiff, more investment is needed to ensure that future transport infrastructure needs are met.

#### North West Corridor

6.150 The aspiration is to better connect the communities of Llantrisant, Talbot Green and Cardiff. Options to achieve this may include Bus Rapid Transit and tram-train. Work has already started to deliver a new transport interchange incorporating park and ride at J33 of the M4 that will give people transport choices at this key corridor gateway. Interchange opportunities for J34 are also being explored, together with the possibility of a new road link which would support the delivery of bus priority measures.

#### South West Corridor

6.151 The Penarth Cardiff corridor is critical for access from the Vale of Glamorgan but suffers from high levels of congestion and potentially perceived unreliable transport services. Several options for improving active and sustainable travel provision are being developed and reviewed, including a pilot electric bicycle scheme, interchange facilities at Cogan Rail Station, a Penarth Headland Link for active travel and a Cardiff Barrage bus link to deliver quicker and more reliable bus services which will help encourage modal shift.

#### Northern Corridor

6.152 A SMART Corridor, which uses extensive real-time data to intelligently manage the movement of traffic, public transport, pedestrians and cyclists into the city. It will also influence travel behaviour by helping people to make better informed travel decisions, supporting mode shift. This would help to:

- Better manage strategic corridors to control queuing and mitigate the impacts of reallocating road space to sustainable modes of travel;

- Improve air quality;
- Provide real-time travel information to encourage sustainable travel; and
- Prioritise walking, cycling and public transport. A scheme is being developed for a major section of the A470 corridor between Coryton and Gabalfa. If successful, the same principles could be rolled out and applied to other corridors. North and South East Corridors Options are being explored to improve transport links - walking and cycling routes, public transport and highway improvements - in the South East of the city which will benefit some of our least connected communities. Bus rapid transit could also improve links between Cardiff and Newport.

6.153 The plans will support growth as well as boosting the regional economy by:

- Providing new transport capacity and reducing journey times;
- Improving connectivity across the region to give better access to a wider range of jobs;
- Supporting the growth of business clusters in the larger cities; and
- Improving well-being and access to opportunities.



6.154 The Eastern Bay Link Road is a longstanding aspiration of the Council and is featured in the South East Wales Transport Alliance (Sewta) Regional Transport Plan (RTP). The road would complete a peripheral distributor road running between M4 Junction 33 in North West Cardiff and Llanedeyrn Interchange in the East of the city. It would provide additional capacity for road-based access to the Cardiff Central Enterprise Zone from the East and supporting development in that area. Details of proposed works are not currently available, so the Constraints Map indicates the extent of the Eastern Bay Link running from the Ocean Park roundabout to A48, Eastern Avenue.

6.155 The proposal for a rail station at St Mellons is included in the Sewta RTP and Sewta Rail Strategy (2013). The station would potentially serve the strategic development site south of St Mellons Business Park. It could also form part of a future South Wales Metro network including rail or rapid transit connections linking central Cardiff to strategic developments in and around Newport.

#### **SP20: SECURING CLIMATE RESILIENCE, DE-CARBONISATION AND RENEWABLE ENERGY IN NEW DEVELOPMENTS**

**To mitigate against the causes of climate change and to adapt to the effects of climate change, development proposals must follow the energy hierarchy and demonstrate how they have worked towards:**

- i. **Preventing development that places an additional de-carbonisation burden on the city;**

- ii. **Following the Energy Hierarchy principles, reducing construction and operational carbon emissions to the lowest viable means having assessed a full range of options;**

- iii. **Protecting and increasing carbon sinks through protection of soils and vegetation and increasing tree planting;**

- iv. **Adapting to the implications of climate change at both a strategic and detailed design Level;**

- v. **Increasing energy efficiency and the supply of renewable energy;**

- vi. **Preventing development that increases flood risk; and**

- vii **Reducing the impact of heat.**

6.156 A core function of the Plan is to ensure that all development in the city is sustainable, taking full account of the implications of reducing resource use and addressing climate change. This Policy provides a framework for sustainable growth by promoting development that mitigates the causes of climate change, and which is able to adapt to its likely effects. This long-term approach is vital if Cardiff is to realise the economic, environmental and social objectives set out in the Vision.

6.157 Supplementary Planning Guidance will be developed with the industry to provide further interpretation of this policy.

6.158 In the first instance, a reduction in carbon emissions will be achieved by means of controlling the energy demand associated with development through maximising energy efficiency. Secondly, sustainable sources of energy must be incorporated, without reliance on fossil fuels.

6.159 Carbon sinks act as a means of off-setting carbon emissions by natural means. Trees and soils act as substantial reservoirs of carbon, sequestering atmospheric carbon, and contributing substantially to soils, which accrete carbon faster under tree cover than other forms of vegetation. This stored carbon will usually be emitted as a greenhouse gas if trees are removed or damaged, or soils removed, covered or disturbed (by compaction or contamination) during the construction process.

6.160 As far as practicable, trees should be retained and protected, and land kept as functioning vegetated soil open to the fall of organic matter, with new trees and shrubs provided by developers wherever possible. Where trees and shrubs cannot be surrounded by open soil, hard surfaces should not be used unless there is an overriding need, and areas that are not needed for pedestrian or vehicle use should be retained for soft landscape. Cardiff's open spaces, trees and soils play a crucial role in mitigating the effects of climate change at the local level. Open vegetated soils absorb rainfall and runoff.

6.161 Adapting to the implications of climate change will require buildings which are able to cope with the likely increased temperature ranges, more frequent and severe flooding and increased extreme weather events. Buildings and related infrastructure should be designed to be flexible not only to climatic change but also to accommodate a variety of uses over their lifetime rather than being suitable for one sole application. Landscape will be a critical issue with trees providing protection both by shading and active cooling. This cooling will be required particularly in the city centre and District Centres, and where the young children, older

people, and people with mobility impairments gather.

6.162 Avoiding unnecessary flood risk will be achieved by strictly assessing the flood risk implications of development proposals within areas susceptible to tidal or fluvial flooding and preventing development that unacceptably increases risk. In accordance with TAN15 development will only be considered in areas at high risk of flooding where it can be demonstrated that the site can comply with the justification and assessment requirements set out in the guidance.

#### **SP21: MAINTAINING AND ENHANCING GREEN INFRASTRUCTURE AND BIODIVERSITY**

**Green (to include blue and aerial) infrastructure provides nature-based solutions to a range of environmental and societal issues, such as the climate emergency, nature emergency, flooding, air pollution, urban heat island effects, public health and mental well-being. Green infrastructure/ biodiversity assets are key to Cardiff's character, value, distinctiveness, and sense of place. Cardiff's green infrastructure assets include:**

- i. **Undeveloped countryside and coastline.**
- ii. **Non-statutory to statutorily protected sites.**
- iii. **Priority/protected habitats and species, and the general range of species across Cardiff.**
- iv. **Landscape, geological and heritage features which contribute to the Cardiff's setting.**
- v. **Hydrological networks including strategically important river valleys of the Ely, Taff, Nant Fawr and Rhymney, streams, lakes and ponds.**
- vi. **Trees, woodlands and hedgerows.**

- vii. **Soils.**
- viii. **Roadside verges, roundabout islands and screen planting along roads.**
- ix. **Strategic recreational routes, cycleways and the public rights of way network.**
- x. **A range of active and disused railway lines, providing habitat connectivity throughout.**
- xi. **Parks, playing fields, green play areas and open green spaces with opportunities to play.**
- xii. **Growing spaces including allotments, community orchards and private gardens.**
- xiii. **Freshwater habitats such as Cardiff Bay, Llanishen and Lisvane Reservoirs, and a network of ponds throughout the city, and**
- xiv. **Holistic integrated surface water management systems.**

**Development will be expected to maintain and enhance the integrity, extent, diversity, quality and connectivity of green infrastructure assets; provide multi-functional green spaces; provide "Net Benefits for Biodiversity"; and ensure the resilience of ecosystems can be maintained. A Green Infrastructure Assessment covering existing Green Infrastructure and future opportunities will be required for all significant development proposals.**

6.163 The policy aims to ensure that Cardiff's green infrastructure assets are strategically planned and delivered through a green infrastructure network. The green infrastructure network is important for its own sake and for its contribution to the wider quality of life, including the value that people attach to it. It provides a range of economic, social and environmental benefits including reducing impacts of climate change, enhanced biodiversity habitat and species connectivity, providing greater opportunities for sports and recreation,

contributing to the communities' health and wellbeing and providing visual benefits for all.

6.164 There is clear national policy guidance and legislation with regard to maintaining and enhancing Green Infrastructure and nature recovery. Future Wales 2040 Policy 9 - 'Resilient Ecological Networks and Green Infrastructure' and Chapter 6 of PPW12 both respond to Section 6 Duty of the Environment (Wales) Act 2016.

6.165 Given this it is important that biodiversity and resilience of ecosystems considerations are taken into account at an early stage when considering development proposals. In accordance with the Biodiversity and Resilience of Ecosystems Duty (Section 6 Duty) introduced by the Environment (Wales) Act 2016 all reasonable steps must be taken to maintain and enhance biodiversity and promote the resilience of ecosystems and these should be balanced with the wider and economic and social needs of business and communities.

6.166 Where development is permitted, planning conditions and/or obligations will be used to maintain or enhance the green infrastructure network. New developments should incorporate new and / or enhanced green infrastructure of an appropriate size, type and standard to ensure no fragmentation or loss of connectivity. They should also demonstrate how the development will achieve net biodiversity benefit and promote the resilience of ecosystems.

6.167 The implementation of policies designed to provide and protect public open space throughout Cardiff would also serve to offset any increase in recreational pressure on the Cardiff Beech Woods SAC, thereby helping to avoid likely significant effect upon that site.

6.168 Future Wales 2040 Policy 9 identifies the Gwent Levels as a National Natural Resource Area. This policy will help to enhance biodiversity (net benefit) and promote the resilience of ecosystems and green infrastructure provision for the Gwent Levels. This will be achieved through Green Infrastructure Assessments related to development proposals which impact on this area, Area Statements and planning guidance being produced by Welsh Government.

6.169 Delivering this will require a regional collaborative approach and the Council is working with Welsh Government and neighbouring authorities, and other stakeholders on preparing strategic planning guidance. This will provide further guidance to developers on the delivery of appropriate Net Benefit for Biodiversity for the Gwent Levels and also signpost opportunities for ensuring resilient ecological networks and where safeguarding is likely to be important.

6.170 Management of Cardiff's green infrastructure network should be in place prior to development, and appropriate planning obligations sought. Further information and guidance will be provided through the preparation of Supplementary Planning Guidance (SPG) to this policy.

## **SP22: MINIMISING IMPACTS ON NATURAL RESOURCES**

**In the interests of the long-term sustainable development of Cardiff, development proposals must take full account of the need to avoid impacts on the city's natural resources where ever possible and where not possible minimise and mitigate pollution, in particular the following elements:**

- i. Safeguarding the best and most versatile agricultural land;**
- ii. Safeguarding water resources and improving water quality, including underground surface and coastal waters;**
- iii. Reducing noise and air pollution by minimising effects from industrial, domestic and road transportation sources and managing air quality; and**
- iv. Remediating land contamination through the redevelopment of contaminated sites.**

6.171 The best and most versatile agricultural land (Grades 1, 2 and 3a of the Agricultural Land Classification) is a finite resource. Once lost to development it is rarely practicable to return such land to best quality agricultural production. There is no up-to-date definitive map of agricultural land quality for Cardiff as a whole, but the best and most versatile agricultural land is known to exist in parts of the west, north and east of Cardiff. The Policy aims to protect such land from development, where the loss is not justified by other considerations.

6.172 Cardiff's rivers, lakes, ponds and water bodies are important for a wide range of uses and users. Development has the potential to affect water quality and quantity. It is important that development is only allowed where there would be no unacceptable harm to the quality and quantity of water resources and where provision can be made for any infrastructure required to safeguard water quality and quantity. New developments should have an adequate water supply and sewerage system to serve the development. This policy, which is aimed in part at improving water resource use efficiency, will ensure adequate water supply without adverse impacts on the Severn Estuary SAC, thereby helping to avoid the likelihood that this LDP will have a significant effect upon European designated sites.

6.173 Poor air quality can affect people's health, quality of life and amenity and can impact upon nature conservation and built heritage interests. Development has the potential to cause air pollution, or sensitive developments can be affected by existing air quality problems in an area. In Cardiff, transport emissions are one of the main contributors to poor air quality. Development will not be permitted if it would cause or result in unacceptable harm due to air pollution. Implementation of this Policy will also help to counteract any increase in atmospheric pollution as a result of the Plan, thereby helping to avoid the likelihood that this LDP will have a significant effect upon internationally designated sites.

6.174 The redevelopment of sites with land contamination allows such land to be brought back into beneficial use, prevents dereliction and reduces the need to develop greenfield sites. Developers will be required to demonstrate that any actual or potential contamination can be overcome, thereby ensuring that the land is suitable for the development proposed.

### SP23: MANAGING WASTE

**Waste arisings from Cardiff will be managed by:**

- i. Supporting waste prevention and reuse and the provision of facilities that use recycled or composted products.**
- ii. Promoting and supporting additional sustainable waste management facilities in a manner that follows the waste hierarchy and the principles of an integrated and adequate network of waste installations; nearest appropriate installation; self-sufficiency and protection of human health and the environment;**

**iii. Encouraging the provision of in-building treatment facilities on existing and allocated areas of general industry; and**

**iv. Supporting the provision and maintenance of sustainable waste management storage and collection arrangements in all appropriate new developments;**

6.175 It is important for the Council to manage the land use implications of the waste produced within the County in an environmentally acceptable and sustainable way. The Council is moving towards more sustainable waste management practices in line with European and national guidance, by minimising the amount of waste produced and maximising high quality reuse, recycling and recovery, with the aim of minimising the amount of waste sent for disposal.

6.176 In accordance with TAN 21 'Waste' (2014) and the aims of 'Towards Zero Waste' (2010) and 'Beyond Recycling' (2021), the Council will work with others within the South East Wales region to monitor waste arisings and capacity requirements. It will respond to identified needs by contributing towards the provision of an integrated and adequate network of waste management facilities across the region. Additional waste management, treatment and recovery facilities are likely to be required within Cardiff during the Plan period.

6.177 All appropriate new development should include provision for the storage, recycling and management of waste. This will encourage waste reduction, recycling, composting and separation at source in order to contribute towards meeting waste management targets.

## 7. Detailed Policies

### 1) STRONGER

#### Housing

##### H1A: STRATEGIC HOUSING SITES

The following strategic sites or residual areas of strategic sites are allocated for housing:

Site Ref	Site Name	Estimated Units	Site Size (Ha)
SH1.1	Land at Church Farm (Part of adopted LDP Strategic Site F)	205	14.16
SH1.2	Land south of the M4 Motorway, West of Rudry Road, Lisvane (Part of adopted LDP Strategic Site F)	100	4.96
SH1.3	Land to the north of Ty-Draw Road (Part of adopted LDP Strategic Site F)	350	15.33
SH1.4	Land south of Llantrisant Road (Part of adopted LDP Strategic Site D)	300	13
SH1.5	Land at Llantrisant Road (A4119) (Part of adopted LDP Strategic Site D)	150	8.73
SH1.6	Land at Llwynioli Farm (Part of adopted LDP Strategic Site D)	70	3.4
SH1.7	Former Gas Works, Ferry Road	500	3.98

7.1 Strategic housing sites SH1.1 to SH1.6 form residual parts of the strategic sites allocated in the adopted plan and it is considered important to take these forward in the Replacement plan so the masterplans and community infrastructure associated with these sites can

be fully delivered. These masterplans will need to take into account the mitigations outlined in table 8.4 of the Integrated Sustainability Appraisal (ISA).



7.2 These sites also form an important part of the housing landbank and will ensure the plan delivers a range and choice of housing.

7.3 In addition strategic Housing site SH1.7 is allocated in the adopted LDP, and it is important to take forward this site for the same reasons. As recommended by the Habitats Regulations Assessment (HRA) of the Deposit Plan, any future application for this site will be required to provide evidence that the development will not result in adverse effects on the integrity of the Severn Estuary SPA / Ramsar regarding its qualifying bird species. To demonstrate this, a survey will be required to determine the habitats and current site use to verify if the land parcel is indeed suitable for supporting a significant population of designated bird species. Where habitats are suitable, non-breeding bird surveys

will be required to determine if the site and neighbouring land constitute a significant area of supporting habitat. Bird surveys will need to be undertaken during autumn, winter and spring. If habitat within the site or adjacent land are identified to support significant populations of designated bird species, avoidance measures and mitigation will be required, and the planning application will likely need to be assessed through a project specific Habitats Regulations Assessment to ensure that the development does not result in adverse effects on integrity.

7.4 The proposed number of units shown for each site is indicative and may be subject to change depending on the details of any subsequent planning applications that are yet to be submitted and approved.

#### H1B: NON-STRATEGIC HOUSING SITES

The following non-strategic sites are allocated for housing:

Site Ref	Site Name	Estimated Units	Site Size (Ha)
H1.1	Land at areas 9-12, St Mellons	150	3.98
H1.2	Rookwood Hospital	90	3.4

7.5 Non-strategic housing sites form an important part of the housing landbank and it is considered necessary that these sites are allocated in this plan in order secure the protection of the land for its future use for the provision of housing.

7.6 As recommended by the Habitats Regulations Assessment (HRA) of the Deposit Plan, any future application for H1.1 Land at areas 9-12 St Mellons will be required to provide

evidence that the development will not result in adverse effects on the integrity of the Severn Estuary SPA / Ramsar regarding its qualifying bird species. To demonstrate this, a survey will be required to determine the habitats and current site use to verify if the land parcel is indeed suitable for supporting a significant population of designated bird species. Where habitats are suitable, non-breeding bird surveys will be required to determine if the site and neighbouring land constitute a significant area

of supporting habitat. Bird surveys will need to be undertaken during autumn, winter and spring. If habitat within the site or adjacent land are identified to support significant populations of designated bird species, avoidance measures and mitigation will be required, and the planning application will likely need to be assessed through a project specific Habitats Regulations

Assessment to ensure that the development does not result in adverse effects on integrity.

7.7 The proposed number of units shown for each site is indicative and may be subject to change depending on the details of any subsequent planning applications that are yet to be submitted and approved.

#### H2: HOUSING LED REGENERATION AREAS

The following sites are identified as housing led regeneration areas that provide high density, sustainable, mixed use development which maximises affordable housing:

Site Ref	Site Name	Estimated Units	Site Size (Ha)
H2.1	International Sports Village	1,000	5.88
H2.2	Whitchurch Hospital/Velindre Site	410	26
H2.3	Cardiff Gate Business Park (West)	200	6.4
H2.4	Roath Dock (North side)	316	3.67
H2.5	Porth Teigr and Alexandra Head	2,310	27
H2.6	Hadfield Road	200	4.8
H2.7	Callaghan Square	315	3.36

7.8 In accordance with guidance in PPW (paragraph 4.2.19) this policy proposes the designation of housing led regeneration areas, which are identified on the proposals map. They represent areas of land that are either vacant, under used or the subject of redevelopment proposals, or have future potential to provide an opportunity for high density, sustainable, mixed-use development. These areas are likely to contribute significantly to meeting housing

development requirements over the Plan period and make a significant contribution to meeting affordable housing needs with sites expected to deliver the 20% affordable housing target set out in Policy H3 Affordable Housing along with other uses. In addition to new housing it is important to note that site H2.7 Callaghan Square will provide a significant element of B1 office employment use (33,490 square metres) fronting directly onto Callaghan Square.

7.9 In addition to these sites there are several other underdeveloped areas within the city which will also come forward within the plan period where they are closely associated with the proposed new Metro stations and comply with other relevant plan policies. These areas include land at Maes-y-Coed Road, Ocean Way/ Moorland Road, Newport Road and Penarth Road and these areas will be progressed through future guidance in Supplementary Planning Guidance.

7.10 These housing led regeneration areas are considered to represent areas with high sustainable development and placemaking making credentials. Maximising the use of suitable previously developed and/or under-utilised land for housing development can assist regeneration and at the same time relieve pressure for development on greenfield sites.

7.11 In general development proposals for these areas will be assessed against relevant plan policies including SP5 Securing New Infrastructure which requires new development to make appropriate contributions towards all essential, enabling and necessary infrastructure required as a consequence of the development. Such infrastructure will include transportation infrastructure given many of the areas are located adjacent existing and proposed railway stations. Other relevant policies are SP8 Supporting the Central and Bay Business Area (H2.7 Callaghan Square) and SP9 Supporting the role of Cardiff Port (H2.4 Roath Dock (North side).

7.12 Masterplans will be developed for these areas in accordance with the master planning principles set out in Policy SP3 Ensuring a Masterplanning approach which will ensure the provision of necessary infrastructure and delivery of sustainable neighbourhoods. These masterplans will take into account the mitigation measures set out in table 8.4 of the Integrated Sustainability Appraisal (ISA).

7.13 As recommended by the Habitats Regulations Assessment (HRA) of the Deposit Plan, any future application for H2.1 International Sports Village, H2.4 Roath Dock (North side), H2.5 Porth Teigr and Alexandra Head, H2.6 Hadfield Road and H2.7 Callaghan Square will be required to provide evidence that the development will not result in adverse effects on the integrity of the Severn Estuary SPA / Ramsar regarding its qualifying bird species. To demonstrate this, a survey will be required to determine the habitats and current site use to verify if the land parcel is indeed suitable for supporting a significant population of designated bird species. Where habitats are suitable, non-breeding bird surveys will be required to determine if the site and neighbouring land constitute a significant area of supporting habitat. Bird surveys will need to be undertaken during autumn, winter and spring. If habitat within the site or adjacent land are identified to support significant populations of designated bird species, avoidance measures and mitigation will be required, and the planning application will likely need to be assessed through a project specific Habitats Regulations Assessment to ensure that the development does not result in adverse effects on integrity.

### H3: AFFORDABLE HOUSING

**The Council will require 20% affordable housing on Brownfield sites and 30% affordable housing on Greenfield sites in all residential proposals that:**

**Contain 5 or more dwellings; or**

**Sites of or exceeding 0.1 hectares in gross site area; or**

**Where adjacent and related residential proposals result in combined numbers of dwellings or site size areas exceeding the above thresholds, the Council will seek affordable housing based on the affordable housing target percentages set out above.**

**Affordable housing will be sought to be delivered on-site unless there are exceptional circumstances.**

7.14 The aim of this Policy is to assist the Council to meet evidenced housing need by seeking an appropriate affordable housing contribution from new residential developments in the city.

7.15 The Policy will help provide a range and mix of sustainable affordable housing, in line with Policy SP12.

7.16 PPW recognises that a community's need for affordable housing is a material planning consideration. It also promotes mixed and inclusive communities. More detailed guidance in TAN2: Planning and Affordable Housing requires local authorities to include affordable housing policies in their LDPs where a Local Housing Market Assessment (LHMA) has provided the evidence base to support policies to deliver such housing through the planning system. The Cardiff LHMA (2022-27) indicates

an annual shortfall of 960 affordable dwellings per annum. This is the average annual overall additional net affordable housing need estimate for the 15-year period.

7.17 The policy applies to all proposed residential developments covered by the policy thresholds, including proposals on previously undeveloped land, redevelopment schemes, and schemes providing specialised accommodation (except those in which residents require a significant element of care). It also includes schemes that are conversions, changes of use, co-living schemes and mixed-use developments containing housing. It responds to the evidenced need for the planning system to help play its part in securing land and units for affordable housing.

7.18 In accordance with Welsh Government guidance, affordable housing encompasses both social rented and intermediate housing where there are secure mechanisms in place to ensure that it is accessible to those who cannot afford market housing, both on first occupation and for subsequent occupiers. In addition, the Council has a duty to have regard to the housing requirements of older people and those with specialist accommodation needs. In certain circumstances, particular housing needs cannot be addressed within the existing housing stock and new purpose-built units may be required. Where there is evidence of need and it is considered appropriate, specialist and / or older persons housing may be sought / provided. Where such housing is proposed, this may be agreed by the Council as part or all of the affordable housing requirement, subject to agreement on housing need and in particular affordability.

7.19 The Council will provide detailed evidence of need based upon the latest Cardiff Local Housing Market Assessment (LHMA), supplemented by current Council and Registered Social Landlord waiting lists and other relevant information.

7.20 In order to create mixed and balanced communities, provision for affordable housing will be required on-site unless the Council considers that this is impractical and/or inappropriate. Where on-site affordable housing is to be provided, it should be assessed/ determined by the Council if it can be delivered along with any community facilities and/or health provision, as part of one 'multi-functional' building.

7.21 Alternatives to on-site provision will only be agreed in exceptional circumstances, and in agreed cases, affordable housing may either be provided on another site (location and timescales for delivery to be agreed with the Council), or a financial contribution may be provided to address affordable housing requirements elsewhere in Cardiff. In all cases, provision should address the need identified in relation to the proposed development.

7.22 The targets set out in the Policy are derived from the findings of an affordable housing viability study undertaken by Avison Young. This study assessed the viability of a range of housing scenarios (including a calculation for necessary infrastructure which could be achieved through S106), consistent with Policy SP 5: Securing New Infrastructure and SP6: Securing Planning Obligations.

7.23 In order to demonstrate viability and take account of the higher costs associated with the development of brownfield sites, the study recommended a two-tiered affordable housing

target. The study confirms that affordable housing is viable at 30% on greenfield sites and at 20% on brownfield sites (based on a tenure mix of 80% social rented and 20% Low-Cost Home Ownership).

7.24 The cost of affordable housing provision must be factored into any development from an early stage, so a policy compliant affordable housing contribution must be provided.

#### H4: CONVERSIONS TO FLATS

**Proposals for any conversion or subdivision of residential uses to flats will only be permitted where:**

- i. **The property is of a size whereby the layout, room sizes, range of facilities and external amenity space of the resulting property would ensure an adequate standard of residential amenity for future occupiers;**
- ii. **There would be no material harm to the amenity of existing nearby residents by virtue of general disturbance, noise or overlooking; and**
- iii. **There are dedicated and adequate storage facilities for cycles, waste and recycling.**

7.25 The subdivision of a building into smaller residential units can be a sustainable form of development as it gives a new lease of life to buildings which might be redundant or economically unviable. The subdivision of existing residential buildings into smaller residential units can be an important source of housing.

7.26 The council requires all flat conversions to be of a high quality and to be well designed. Further Information and guidance will be provided through SPG.

#### H5: HOUSES IN MULTIPLE OCCUPATION

**Proposals for any development of, or conversion to Houses in Multiple Occupation (HMO) will only be permitted where:**

- i. **Within the Cathays and Plasnewydd wards, it would not lead to more than 20% of all residential properties within a 50 metre radius of the proposal being HMOs;**
- ii. **Outside of these wards, it would not lead to more than 10% of all residential properties within a 50 metre radius of the proposal being HMOs;**
- iii. **The development would not result in a Class C3 dwelling being "sandwiched" between adjoining HMO properties;**
- iv. **The property is of a size whereby the layout, room sizes, range of facilities, outlook and external amenity space of the resulting property would ensure an adequate standard of residential amenity sufficient to meet the requirements of the intended number of residents;**
- v. **There would be no material harm to the amenity of existing nearby residents by virtue of general disturbance, noise or overlooking;**
- vi. **There are dedicated and adequate storage facilities for cycles, waste and recycling; and**
- vii. **Facilities for the storage of waste and cycles do not impact on the quality and function of external amenity space and convenient access from the host dwelling to the external amenity space is provided to deliver an inclusive environment.**

**HMO proposals that would lead to a breach of the maximum thresholds will only be permitted where there are exceptional circumstances or overriding material considerations that demonstrably outweigh any concerns regarding harmful concentration or intensification.**

7.27 The change of use from a residential building (typically C3) into an HMO (C4) can be an important and sustainable source of housing and HMOs have a role to play in providing accommodation to residents.

7.28 It is important however that future HMO provision is managed sustainably in the interests of fostering cohesive communities, including avoiding instances of over-concentration of HMO properties to the detriment of residential amenity and community balance.

7.29 The policy defines specific thresholds, above which further concentrations of HMOs will normally be deemed a harmful concentration. The thresholds have been identified based on an understanding of current HMO concentrations, likely future demand, current HMO supply, and other available evidence including the findings of a regional study on HMO's undertaken jointly with Newport and Rhondda Cynon Taf.



7.30 The policy sets out a two tier approach to defining thresholds beyond which further HMO uses will be considered to have a harmful effect. This approach is reflective of the established uneven concentrations of HMOs across Cardiff and in particular Cathays and Plasnewydd wards given their proximity to the universities and key facilities. Within these wards, there are existing community sustainability and cohesion issues that have resulted from concentrations of HMOs. The 20% maximum HMO threshold to be applied is broadly comparable with the average concentration of HMOs across the wards.

7.31 Applying the 20% threshold in these wards will therefore serve to significantly restrict opportunities for additional HMOs within existing areas of high concentration, where further intensification of HMOs is not favoured. This approach strikes an appropriate balance between recognising the established character of different streets and areas, whilst also supporting sustainable communities. It will also encourage future HMO provision to be more dispersed to areas outside existing concentrations in a suitably managed way.

7.32 Outside these wards in the rest of the city, a threshold of 10% of all residential properties being HMOs will be used as the maximum limit. The proportions of HMOs in most of these areas are substantially less than 10% and as such the threshold will allow for an appropriate small level of growth in such accommodation. National research has identified that 10% is a general 'tipping point' beyond which the evidence indicates that a concentration of HMOs can begin to have an adverse impact on the character and balance of a community. This tipping point is described as a threshold beyond which a community can 'tip' from a

balanced position in terms of demographic norms and impacts, towards a demographic that is noticeably more mixed in terms of shared and family households. This is an evidence based approach that provides a robust rationale for applying a 10% threshold for all areas outside these wards.

7.33 The policy resists proposals to create a new HMO use adjoining a C3 residential property where that property already adjoins an HMO property on its other side, in order to prevent 'sandwiching' of a C3 use between HMOs. This approach will only apply where the properties share the same street frontage i.e. it would not apply where the properties are separated by an intersecting road or where properties have a back to back relationship in different streets.

7.34 The LPA will draw upon all available records to inform the calculation, in order to understand the full extent of HMOs within the 50m radius. Such records can include the Council's public register of licensed HMOs and the electoral roll which would be used as the basis for the calculation for any proposals. In the Cathays and Plasnewydd wards, these areas are within a designated 'Additional Licensing Area' which requires HMO properties of 3 or more occupiers who form 2 or more householders to be officially licensed. In addition, when calculating the proportion of HMOs, the LPA will consider representations received as part of the consultation process on planning applications in order to establish the use of properties.

7.35 The approach aims to prevent the potential for negative amenity impacts upon residents as a result of C3 dwellings being isolated between two HMOs, including the potential for increased levels of disturbance associated with multiple households within a property, and the negative effects of transient households on both sides. The majority of HMOs in within the Cathays area are, for example, occupied by students and as such it is often the case that such properties are vacated during summer months. This approach will also serve to prevent clustering of HMOs and avoid over concentrations at a very localised level.

7.36 During the lifetime of the Plan it is recognised that there may be specific material considerations and/or exceptional circumstances that apply to a particular proposal, which could demonstrably outweigh the outcome of the 50m radius 'threshold test' as the overriding factor(s) in deciding whether an HMO proposal is appropriate. Given this, whether a proposal is found to comply or not with the 50m radius threshold test will not in every circumstance be the final determining factor as to whether planning permission for an HMO is approved or refused. In such exceptional circumstances, the applicant must submit supporting evidence and information to sufficiently demonstrate that the specific circumstances justify a departure from the threshold test. An exceptional circumstance may arise in the case of a HMO proposal within a street that has a very high existing HMO concentration, for a property that is shown through evidence to be significantly less attractive for a non-shared use. It is appropriate to apply a degree of flexibility in such circumstances, in order to respect the fact that certain C3 residential properties can be inherently more suited to an HMO use.

7.37 When calculating the 50m radius of the property the radius will be measured from the centre-point of the property's front elevation. All residential properties falling into Planning Use Class C3, C4, and large HMOs (sui generis) that are located within this defined radius will be counted as part of the analysis, if the majority of its street facing entrance is contained within the radius.

7.38 All HMOs will be required to incorporate adequate and effective provision for the storage, recycling and other sustainable management of waste. All refuse and recycling for HMOs should be suitably stored in landlord provided bins pending disposal. These bins should be provided in a dedicated refuse store which is able to accommodate the maximum number of bins required, based on an assessment of refuse emerging. All refuse storage areas should be located to the rear of properties where possible. Proposals for refuse storage to the front of properties that would detract from the local street scene will not be permitted.

7.39 All HMOs will be required to provide a dedicated cycle storage area which is able to accommodate the maximum number of cycles required. Where rear access arrangements allow, cycles should be stored to the rear of properties, rather than in front gardens.

7.40 Further details on the implementation of the threshold approach, and the exceptional circumstances that may apply, will be set out in a document that provides SPG on HMO developments. This will provide worked examples of compliance and noncompliance with the policy.

**H6: STUDENT ACCOMMODATION**

**Proposals for student accommodation will only be permitted when:**

- i. **Located in the Central and Bay Business Area or;**
- ii. **Located in close proximity to existing university and college campuses.**
- iii. **It has appropriately sized and functionally designed individual rooms affording a reasonable outlook, privacy and access to adequate light;**
- iv. **They include communal facilities and services that are sufficient to meet the requirements of the intended number of residents and offer convenient access to a communal kitchen, dining area as well as communal amenity spaces to ensure a social and inclusive environment can be delivered; and**
- v. **It is of high-quality design, including how it interacts with surrounding uses, provides active ground floor uses and contributes positively to the existing streetscape.**

7.41 It is recognised that on an individual level, students can live in several different property types and tenures. As such, this policy refers to accommodation specifically and exclusively geared towards the accommodation of students. The term often used is Purpose Built Student Accommodation (PBSA). This does not have to refer to a newly built building. The development can occur in pre-existing buildings, the principle is that it is purposefully designed exclusively for students.

7.42 Alongside other types of housing, it is recognised that there is a role for PBSA and that it makes a contribution to a diverse housing mix in the city. Given this it is important that any planning applications to convert PBSA to non-student lets are generally resisted, and applicants will be required to provide a thorough justification of why the accommodation is no longer needed for students.

7.43 Whilst the two uses are not exclusive, there is a crossover between HMOs and PBSA. This policy will typically refer to developments over 10 people, with smaller schemes typically more likely to be viewed as an HMO development.

7.44 Minimum space standards will be sought for both private and communal areas. This will be set out in future SPG to ensure quality living and amenity space for future residents.

7.45 The quality and design of PBSA, as with all buildings is critical. This is especially so given the often larger nature of PBSA compared to other single usage buildings. There are no specific design requirements other than those policies set out throughout the LDP.

7.46 Given the preferred location of PBSA, the Agent for Change principle will apply to protect existing uses particularly serving the night-time economy, where they may be in close proximity.

7.47 Further information and guidance will be provided through the preparation of Supplementary Planning Guidance (SPG) to this policy.

**H7: CO-LIVING ACCOMMODATION**

**Proposals for co-living schemes will only be permitted when they:**

- i. **Are located in sustainable locations that are well-connected to local services and employment by means of active travel;**
- ii. **Include homes for rent with a minimum tenancy length of at least three months;**
- iii. **Include private studios that have well-designed living spaces;**
- iv. **Include conveniently located communal kitchen and dining facilities. These must be sufficient to meet the requirements of the intended number of residents;**
- v. **Provide adequate, secure, sheltered and convenient cycle storage; and**
- vi. **Include a management plan that, to the satisfaction of the Council, will appropriately mitigate potential harm to residential amenity.**

7.48 Developments will be classified as co-living when they include at least 10 units and where an element of typical domestic provision is communal. Typical services can include room cleaning, bed linen, on site gym and concierge service, none of these are typical domestic provision. Anything smaller will typically be considered as an HMO.

7.49 Communal cooking and dining spaces are to be inclusively designed for the number of occupants they serve per floor and will provide a variety of generous spaces to maximise the potential for social interactions, communal

cooking and comfortable living. Developments may provide access to on-site managed facilities such as a cleaning service, the provision of bed linen and a concierge. To encourage a communal lifestyle, spaces such as lounges, gyms, wellness centres, cinemas, games rooms, libraries and communal workspaces should be considered. Linking internal and external amenity spaces is encouraged.

7.50 Co-living schemes are considered part of our housing supply and will be liable to affordable housing financial contributions.

7.51 Further information and guidance will be provided through the preparation of Supplementary Planning Guidance (SPG) to this policy.

**H8: CHANGE OF USE OF RESIDENTIAL LAND OR PROPERTIES**

**Outside the Central and Bay Business Areas and District and Local Centres, identified on the Proposals Map, conversion, or redevelopment of residential properties to other uses will only be permitted where:**

- i. **The premises or their location are no longer suitable for residential use; or**
- ii. **The proposal is for a community use necessary within a residential area.**
- iii. **There would be no unacceptable impact on residential amenity.**

7.52 This Policy identifies the circumstances in which proposals for the conversion or redevelopment of residential properties outside the Central and Bay Business Areas and District and Local Centres identified on the Proposals Map, to other use will be permitted.

7.53 As acknowledged in PPW, offices, retail, entertainment, and other uses that attract a significant number of visitors, whether by vehicle or on foot, are generally best located in centres where they are most widely accessible, particularly by public transport and have least harmful impact on residential amenity. Within Cardiff, these centres are the Central and Bay Business Areas, Central Shopping Area and District and Local centres identified on the Proposals Map. A range of Plan policies seeks to direct appropriate uses to these centres.

7.54 There are a range of community uses that are appropriate and necessary, in principle, within residential areas. These include doctors' and dentists' surgeries, residential homes, and child-care facilities.

7.55 To safeguard the amenity of residential areas, there will be a general presumption in favour of permitting the range of commercial and community uses in the Central and Bay Business Areas and District and Local Centres identified on the Proposals Map - including by the conversion or redevelopment of existing residential accommodation - subject to relevant policies. Within the Central and Bay Business Areas, proposals will be assessed having regard to Policy SP8 and in District and Local Centres, proposals will be assessed having regard to Policies R4 & R5.

#### **H9: CHANGE OF USE OR REDEVELOPMENT TO RESIDENTIAL USE ON UNALLOCATED SITES**

**Change of use of redundant premises or redevelopment of redundant previously developed land for residential use or mixed-use development that includes housing will be permitted where:**

- i. **There is no overriding need to retain the existing use of the land or premises and no overriding alternative local land use requirement;**
- ii. **The resulting residential accommodation and amenity will be satisfactory;**
- iii. **There will be no unacceptable impact on the operating conditions of existing businesses;**
- iv. **Necessary community and transportation facilities are accessible or can be readily provided or improved;**
- v. **It can be demonstrated that the change of use has been assessed in terms of land contamination risk and that there are no unacceptable risks to the end users; and**
- vi. **The resulting residential accommodation is accessible by walking, cycling or public transport.**

7.56 This Policy provides a framework for the assessment of applications for the change of use, conversion or redevelopment of redundant previously developed land and premises on unallocated sites for residential purposes within settlement boundaries, in recognition of the valuable contribution windfall sites make in meeting housing needs. It is aimed at ensuring that:

- Where necessary, land retains its existing use;
- Land that is no longer required for its existing or former use, if there is no overriding need to retain the existing use of the land or premises and no overriding alternative local land use requirement, contributes to meeting housing requirements, thereby reducing the need to develop previously undeveloped land - which is a fundamental component of the LDP Strategy; and
- New residential accommodation and environments are well-designed, environmentally sound and make a significant contribution to promoting community regeneration and improving the quality of life.

7.57 The Policy responds to evidenced need for new homes in line with Policy SP1 and relates to Policies EC5A and H8. National guidance and plan policies relevant generally to the countryside will apply outside settlement boundaries. The Policy will also apply to mixed-use development including housing.

7.58 Assessment of whether land or premises are redundant or need to be retained in their former use (criterion '(i)') will include tests identified in relevant policies, notably Policy EC5A Alternative Use of Sites and Premises relating to the protection of employment land and premises.

7.59 Considerations under criterion '(iii)' will include the compatibility of neighbouring uses, preventing insensitive or inappropriate infilling, privacy/amenity, size, density, aspect, scale, layout and requirements for security and amenity space.

7.60 Criterion '(iii)' is intended to ensure that the introduction of residential use into an area or building does not unduly restrict the operating conditions of existing businesses.

7.61 Criterion '(iv)' may involve contributions being sought from developers towards the provision of necessary community and other facilities, in accordance with Policy SP5, delivering necessary infrastructure.

7.62 Where there is a change of use or redevelopment of commercial/industrial units to residential, there needs to be an appropriate assessment for the presence of land contamination. The land contamination standards set for commercial/industrial use are not suitably protective for residential use and therefore unacceptable risks to the end users may be present and will require appropriate remediation, where residential use is proposed.

#### **H10: SITES FOR GYPSY AND TRAVELLER CARAVANS**

**New sites and extensions to existing sites will be permitted where:**

- i. **Necessary physical, transport and social infrastructure are accessible by walking, cycling or public transport or can be readily provided;**
- ii. **Environmental factors including designated sites and green infrastructure, flood risk, ground stability, land contamination and proximity of hazardous installations do not make the site inappropriate for residential development;**
- iii. **The site is designed with reference to both the Welsh Government Good Practice Guide in Designing Gypsy Traveller Sites and the views of local Gypsies and Travellers;**



- iv. **There would be no unreasonable impact on the character and appearance of the surrounding areas including impact on residential amenity of neighbouring occupiers or the operating conditions of existing businesses; and**
- v. **In the case of a transit or touring site, it has good access to the primary highway network.**

7.63 This Policy provides a framework for assessing proposals for both new and extensions to existing sites whether for permanent or transit sites.

7.64 Cardiff currently has two Gypsy and Traveller sites, at Rover Way and Shirenewton, providing a total of 80 permanent pitches. To date these two sites have accommodated natural population growth, with some overcrowding. The latest Gypsy and Traveller Accommodation Assessment was undertaken in November 2021 and showed a need for 117 permanent Gypsy and Traveller pitches. Local authorities are required to assess the accommodation needs of Gypsy families (Housing (Wales) Act 2014 and submit the assessment to the Welsh Government for approval. PPW says that it is important for LDPs to have policies for the provision of sites. Welsh Government Circular 005/2018 indicates that where there is an assessment of unmet need for Gypsy and Traveller accommodation, sufficient sites should be allocated in the LDP to meet needs. A criteria based policy for Gypsy and Traveller sites must also be included to meet future need.

#### **H11: GYPSY AND TRAVELLER SITE**

**Land is allocated for the provision of temporary Gypsies and Travellers accommodation at Pengam Green as defined on the Proposals Map.**

7.65 There are currently two Council-managed Gypsy and Traveller residential sites in Cardiff: at Rover Way and Shirenewton which were developed in the 1970s and 1980s. These sites provide 80 pitches between them; 59 at Shirenewton and 21 at Rover Way. In addition there are a few privately run facilities, most notably a site next to the Council's residential site at Shirenewton. Collectively these sites generate a future need for new pitches which the Council has a statutory duty to provide for with the LDP providing the tool to formally identify appropriate land to meet this need.

7.66 The Gypsy and Traveller Accommodation Assessment (GTAA) approved by Welsh Government in June 2024 identifies a need for an additional 117 pitches in the city up to 2036 together with an additional need for a transit site of around ten pitches, which should be located near the M4 to meet the needs of Gypsy and Travellers who are visiting the area or travelling through it. The study concludes that a transit site need not necessarily fall within the boundaries of the County of Cardiff and recommends entering a cross boundary process with neighbouring Councils and across South East Wales to identify a suitable site within the region.

7.67 It is important to note that this site will be used to accommodate Gypsy and Traveller pitches on a temporary basis for a minimum of 10 years. This will enable work to progress on firming up proposals to improve and extend the existing Rover Way Gypsy and Traveller site to meet the need for new pitches identified in the GTAA. This work will also investigate options for improving and realigning Rover Way and the wider master planning of the Pengam Green area.

7.68 This temporary site includes within its boundary the smaller Gypsy and Traveller site previously considered for inclusion in the adopted LDP which was not considered suitable due to flood risk by the Inspectors appointed to examine the plan in 2014. However, the Inspectors recommended that the Council should keep the site under review should satisfactorily flood mitigation measures be identified as part of a wider scheme to mitigate flood risk in the area and a monitoring indicator reflecting this is included in the adopted plan Annual Monitoring Report.

7.69 It is considered that there has been a significant change in circumstances relating to flood risk for the site sufficient to overcome the previous concerns. Firstly a comprehensive £21 million scheme to improve the flood defences along the sea wall fronting Pengam Green is now underway which will significantly improve flood risk for this site and the wider area. Secondly, the new Flood Map for Planning (FMFP) shows

this area as a defended zone where highly vulnerable development on brownfield sites can progress subject to the site being able to demonstrate it can meet the acceptability criteria set out in TAN15: Flood Risk. A Phase 2 Strategic Flood Consequences Assessment (SFCA) undertaken for the Council by JBA in 2024 looked at flood risk relating to the Pengam Green area including this site after these flood defences have been completed. This concluded that the site could meet the acceptability criteria set out in TAN15: Flood Risk.

7.70 Having regard to other factors, there are strong reasons to support this allocation. This has the benefits of building upon the strong existing links with the existing community and facilities provided and provides a suitable opportunity to provide a temporary site while proposals for the existing Rover Way site are firmed up.

7.71 In terms of potential capacity, the area is approximately 6.8 hectares in size. It could be developed for Gypsy and Travellers in a phased manner utilising existing access roads together with room for new internal landscaping to compliment strong and mature boundary planting forming the western site boundary which extends to the north and east providing a distinctive feature in the local landscape. Based on existing pitch densities, the temporary site can deliver around 80 pitches.

7.72 The temporary site would be of a large scale in a Wales context and above recommended site size in national guidance. However this guidance also states local authorities may consider it necessary to be flexible by allowing more pitches on a site when taking into account local circumstances and the current level of need. Furthermore, the council's experience in operating the Shirenewton site of 59 pitches has demonstrated that large sites can be very effectively managed providing both benefits for the Gypsy and Traveller community and enabling the effective delivery of supporting services. The site allows for a logical phased development where pitches can be provided in a managed and orderly manner together with integrating the provision of supporting facilities. Developing a larger site at this location is not considered a viable or sustainable solution. It would go well beyond the recommended size of sites in national guidance and well beyond the Council's ability to demonstrate that such a model could effectively operate in practice.

7.73 The allocation of a new temporary site for 80 pitches at Seawall Road represents a major provision in a national context and demonstrates the Council's continued commitment to responding to the needs of a large gypsy and traveller community. This represents meeting more than the immediate needs in Cardiff (73 pitches) as identified in the GTAA. However, it does not satisfy the overall level of need identified in the GTAA assessment. This is a reflection of the unprecedented level of need to be addressed in a Wales context together with the limited suitability of other potential sites.

7.74 The progression of the LDP through to examination allows this issue to be more thoroughly explored including an analysis of consultation responses on the Deposit Plan. Discussions have already been initiated with the Welsh Government to progress a balanced approach to addressing needs for the South East Wales region. Furthermore, it should be noted that policy H10 provides a criteria-based policy to assess any future sites which may come forward over the plan period, so the plan clearly has mechanisms to effectively consider future sites.

7.75 The consideration of the provision for Gypsy and Traveller needs on a South East Wales scale may contribute to future deliberations. A continuation of the current situation would result in future provision limited to those Authorities who have catered for needs in the past whilst other (and often adjoining) Authorities technically will have no future needs to meet at all as there is currently no provision. This is considered an unreasonable and unsustainable approach. Future dialogue regarding the Strategic Development Plan for South East Wales may offer an opportunity to further explore this matter. The future consideration of a more reasonable, sustainable and strategic approach may well have implications on how provision is addressed in Cardiff.

7.76 As recommended by the Habitats Regulations Assessment (HRA) of the Deposit Plan, any future application for this site will be required to provide evidence that the development will not result in adverse effects on the integrity of the Severn Estuary SPA / Ramsar regarding its qualifying bird species. To demonstrate this, a survey will be required to determine the habitats and current site use to verify if the land parcel is indeed suitable for supporting a significant population of designated bird species. Where habitats are suitable, non-breeding bird surveys will be required to determine if the site and neighbouring land constitute a significant area of supporting habitat. Bird surveys will need to be undertaken during autumn, winter and spring. If habitat within the site or adjacent land are identified to support significant populations of designated bird species, avoidance measures and mitigation will be required, and the planning application will likely need to be assessed through a project specific Habitats Regulations Assessment to ensure that the development does not result in adverse effects on integrity.

7.77 With regard to the provision of transit site which could accommodate about ten pitches, it is noted that the GTAA recommends that this should be considered on a regional basis. The Council is therefore progressing a regional transit site study with other authorities in South East Wales to explore suitable potential opportunities to meet this element of need. This work is in progress and further work and dialogue will continue to identify a suitable transit site within the region which will then be progressed accordingly by the local authority concerned. Should the site ultimately be identified within Cardiff, it would be progressed as part of the material submitted for the LDP independent examination.

## Economy

### EC1: CARDIFF CENTRAL ENTERPRISE ZONE AND REGIONAL TRANSPORT HUB

**The Cardiff Central Enterprise Zone and Regional Transport Hub as shown on the Proposals Map is designated for the retention, development and redevelopment of land for employment opportunities, reflecting the area's role as the commercial driver of Wales.**

**The area is focused on knowledge based business and also supports, as part of, an integrated regional public transport hub high density residential units together with a diversity of complementary mixed uses, including commercial, leisure and service uses where they support regeneration, renewal and enhancement and contribute to the vitality, attractiveness and viability of the CEZ.**

7.78 The Central Enterprise Zone (CEZ) was established in late 2011 and comprises a 56.7 hectare business district in the centre of Cardiff with a vision to facilitate the development of high value added employment that drives agglomeration and productivity growth, as well as providing jobs at scale in Wales' most sustainable and accessible business location.

7.79 The CEZ comprises Callaghan Square/Canal Parade, Capital Quarter, Cardiff Central Station, Central Square, Cardiff Interchange, Central Quay, John Street and Dumballs Road Sites.

7.80 This policy seeks to build on the successful development of the CEZ to date through promoting and supporting opportunities for new mixed-use investment and development to further enhance the Zone's vibrancy, vitality and attractiveness and ensure Cardiff fulfils its role as the economic driver of the city region.

7.81 Major Grade A office schemes have been completed at Capital Quarter and Central Square and high-density residential schemes, including elements of mixed use and employment floorspace completed and or under construction in the vicinity of Dumballs Road.

7.82 This policy will promote and support the future priorities and direction for the zone, including the completion of Central Quay, the delivery of the 'Metro Central' upgrade of the Cardiff Central Railway Station and interchange bus station, the Callaghan Square and Canal Parade redevelopment sites and the on-going redevelopment and regeneration of Dumballs Road.

#### **EC2: LAND SOUTH OF ST MELLONS BUSINESS PARK**

**Land is allocated South of St Mellons Business Park, as defined on the Proposals Map for a strategic employment site comprising up to 90,000 square metres of B1, B2 and B8 uses, ancillary uses and infrastructure associated with; biodiversity; landscape; drainage; walking, cycling and other transport modes, together with the construction of a new transport hub facility, comprising railway station buildings (up to 2,500m<sup>2</sup> - use class sui generis) including ancillary uses; 4 no. platforms; surface car park (up to 650 no. spaces) and associated infrastructure works.**

7.83 This policy seeks to allocate 44ha of business and industrial land at Land South of St Mellons, as a strategic site to deliver a transport hub (including mainline station), and employment land to attract high quality investment to contribute to the LDP economic strategy and the economy of the wider City Region and support Cardiff's status as an internationally competitive city. The allocation forms an important element of the LDP vision and objectives, the Council's aims set out in the strategy 'Stronger, Fairer, Greener' and provides high level links and broad conformity with the Well-Being Objectives.

7.84 The site is a key priority within the wider region and located close to an area of high unemployment with very limited access to rail. Beyond this local catchment, the station has the potential to connect a significant number of people in north-east and east Cardiff with the railway and the station could function as a multi-modal transport interchange between Cardiff and Newport.

7.85 This approach responds to Cardiff's role as the main economic driver of the city-region in South-east Wales. At the heart of this approach is recognition that the Cardiff city-region clearly forms a natural economic area, and it has consistently made a major positive contribution to the economic growth of Wales. In core city analysis, Cardiff performs well and there is an opportunity to build further on this through continuing to enhance Cardiff's role and improve linkages and connectivity within the city-region. It is also recognised that there are significant benefits for adjoining areas from Cardiff's success in achieving economic growth. The Cardiff Parkway new rail station and associated provision of B use class employment land and premises will play a vital role in this respect.

7.86 The Cardiff Employment Land and Premises Study (HJA Associates, March 2022) recognises that along with the requirement to improve and redevelop existing estates within Cardiff, there is also a requirement for new well-located sites to be allocated for employment use to meet the demand for good quality light industrial and warehouse accommodation. Given the geographical constraints of the city, the opportunity presents itself to utilise land within the strategic allocations which present good transport links. Land South of St Mellons with good potential road and rail connectivity with the new proposed Metro station offers such an opportunity.

7.87 The provision of a mainline railway station is a strategically important component of the allocation, providing connection to London and Cardiff Airport via the City Centre. The provision of the mainline railway station and park and ride facility is recognised in LDP Policy SP19: Securing New Transport Infrastructure and T6: Cardiff Metro to be of strategic importance to both Cardiff and the wider Cardiff Capital Region.

Furthermore, the final recommendations of the Burns Commission (November 2020), also highlights the strategically important role the proposed new mainline station with park and ride facility can have in creating a network of sustainable transport alternatives to the private car to relieve congestion on the M4. The Commissions' final recommendations go so far as to "endorse plans" for the proposed Cardiff Parkway station, recognising its location close to areas of high employment and population density which currently have limited access to rail services, with the potential for a larger catchment through properly integrated bus and cycle networks. The station therefore has the potential to function as a multi-modal transport interchange between Cardiff and Newport.

7.88 By reason of the scale and magnitude of the proposals, and the specific nature of the proposed new Parkway station (in line with Burns Commission endorsement/ recommendations) it is considered that there are no other opportunities that would exist which could meet the wider requirements or expectations for such development.

*“(The Council resolved to grant planning permission (application 21/00076/MJR) for Land south of St Mellons Business Park (Cardiff Parkway). That remains its position. The application has been called in by Welsh Government and is still pending a decision).*

*The allocation seeks to provide 44 ha of business land capable of accommodating up to 90,000 square metres campus style high quality development' and extends south of the railway. \*\*\*\*(The OPA proposes development on c.35ha of land, minimising impact on the remaining 9ha allowing areas for biodiversity and habitat restoration and creation, including safeguarding and enhancing habitats south of the railway)*



EC3: PROTECTED EMPLOYMENT LAND AND PREMISES

The following designated protected employment areas (outside of the Central and Bay Business Areas) listed in the table below and identified on the Proposals Map will be protected for B Use Class employment generating uses (together with appropriate ancillary and/or complementary uses and activities as referred to in Policy EC4.

Site Ref	Site Name	Primary Use/ Activity	Status
EC3.1	Ocean Park	B1, B2, B8	Primary
EC3.2	Foreshore Road (Heliport and surrounds)	B1, B2, B8	Primary
EC3.3	Rover Way (Celsa Steel Works, Tremorfa Industrial Estate, Seawall Road)	B2, B8	Primary
EC3.4	Wentloog Road (Capital Business Park, Lamby Way Industrial estate, Wentloog Corporate Park, Rail Freight Terminal)	B1, B2, B8	Primary
EC3.5	St Mellons Business Park	B1, B2, B8	Primary
EC3.6	Cardiff Gate Business Park	B1 (offices), ancillary B2	Primary
EC3.7	Cardiff Business Park & Land North of Maes y Coed Road, Llanishen	B1, B2, B8	Primary
EC3.8	Forest Farm, Longwood Drive	B1 (science, research and development), B2, B8	Primary
EC3.9	Green Meadow Springs	B1 (offices)	Primary
EC3.10	Penarth Road Area (includes Hadfield Road and Bessemer Road)	B1, B2, B8	Primary
EC3.11	Ty Nant Road	B1, B2, B8	Local
EC3.12	Wentloog Road (North of railway line)	B1, B2, B8	Local

Site Ref	Site Name	Primary Use/ Activity	Status
EC3.13	Pentwyn (Panasonic Plant, Avenue Industrial estate)	B1, B2, B8	Local
EC3.14	Eastern Business Park	B1 (offices)	Local
EC3.15	Willowbrook Business Technology Park	B1 (science, research and development)	Local
EC3.16	Excelsior Road	B1, B2, B8 & complementary trade counter	Local
EC3.17	Norbury Road Industrial Estate	B1, B2, B8	Local
EC3.18	Wroughton Place, Ely	B1, B2, B8	Local
EC3.19	Argyle Way, Caerau	B1, B2, B8	Local
EC3.20	Garth Industrial Estate and Heol Yr Ynys	B1, B2, B8	Local
EC3.21	Land at East Bay Close	B1, B2, B8	Local
EC3.22	Alexandra Gate Business Park	B1 (offices)	Local
EC3.23	Ipswich Road	B1, B2, B8	Local
EC3.24	Maindy Road	B1 (science, research and development)	Local
EC3.25	Eastern Avenue	B1, B2, B8 & complementary trade counter	Local

7.89 This Policy responds to the economic vision and objectives of the Plan to ensure a range and choice of employment land and premises are available across the city to assist economic competitiveness, encourage entrepreneurship, promote the growth of indigenous businesses of all types and size, and attract inward investment.

7.90 A key role for the LDP is to ensure the provision of a portfolio of an appropriate range, quantity and quality of employment land and premises to meet the current and future needs of the city and the city's workforce over the plan period.

7.91 There is a need for a certain degree of flexibility with existing employment land to allow an appropriate balance of uses to develop in the right locations. For this reason, it is not appropriate to simply apply a blanket protection to all existing employment areas. The employment sites identified in Policy EC1 display strong potential to continue playing an important economic role, whether this is to provide local employment on smaller sites within key neighbourhoods or whether the sites are more strategic in size, position and function, including accessibility to the primary highway network, rail-freight facilities and the port.

7.92 The protected employment designations cover out of centre offices, research and development, light and general industrial units, as well as storage and distribution. These areas have been selected because of the important economic role they currently play in the overall employment land portfolio for the city as well as their geographical distribution across the city. Offices located within the Central and Bay Businesses Area are protected separately by Policy EC6.

7.93 A critical factor in Cardiff maintaining a healthy supply of employment land will be the ability to protect this land and premises for employment from being lost to alternative uses. There has been growing pressure over recent years for the development/redevelopment of employment land and premises for other uses (predominantly residential), whether still occupied or where current operations have ceased. Such development proposals can result in significant losses to the county's stock of employment land and premises.

7.94 The loss of employment land can be incremental with the loss of one site setting the precedent for the loss of a series of others in a similar location, leading to a gradual erosion of an employment site. Sometimes alternative uses can also fragment a larger business area or sever links between employment uses in an area. Over time pressure for alternative uses result in a material aggregate loss of employment sites to the detriment of the local economy.

7.95 The employment sites identified for protection have been reviewed, as part of the Employment Land and Premises Study (ELPS) carried out by Hardisty Jones Associates HJA in partnership with Owen Davies Consulting and NP Linnells Property Consultants.

7.96 A number of employment sites have experienced further pressure for alternative uses with additional losses of employment land and a reduction in their B use class employment function. The review recommendation is to protect and consolidate where appropriate the remaining designations which will form an important supply provision to meet the demand forecast for employment provision over the plan period.

7.97 The review and recommendations have been taken forward in the plan and can be summarised as follows:

7.98 Consolidation (adjustment of the site allocation boundaries) has been identified, including Cardiff Business Park and Land North of Maes y Coed Road. This area has seen increasing amounts of non-employment uses within the boundaries of the site, providing scope for consolidation. Trade counter retail, gyms and healthcare uses account for the majority of non-B use class uses within protected employment sites. The former HMRC land and Gleider House should also been removed.

7.99 Another site that required boundary adjustments was Excelsior Road which has seen the majority of the south of the site turn from B use class to residential and retail and food & drink, as well as student accommodation.

7.100 However, in a number of cases even though the non-employment uses have been permitted, the unit is unaffected and could be used for employment uses in the future and potentially remains part of the existing stock.

7.101 Ocean way has also been consolidated to remove the Splott market and established leisure uses, within the industrial area. A number of sites have also required consolidation to reflect environmental designations.

7.102 Companies House has been removed, to allow for future development opportunities in Cathays.

7.103 New employment protection designations are as follows: Maindy Road (a recently completed research and development allocation from the previous plan), Ipswich Road (a well-established and occupied local employment area - B1/B2/B8) and finally Eastern Avenue (recently consented B2/B8 employment land which forms part of the Pentwyn Park and Ride development).

7.104 The protection of the designated employment sites listed will allow for the modernisation and refurbishment of land and property and increase the density of development on site thereby making the most efficient use of the land.

7.105 Furthermore, the Council will continue to support local business to reduce their carbon footprint by bringing together businesses concerned with the aim of improving their environmental performance and where one business can use another business's waste as a resource, the co-location of these businesses that would encourage the reuse and recycling of waste would be supported.

#### **EC4: PROVISION OF COMPLEMENTARY FACILITIES FOR EMPLOYEES IN BUSINESS, INDUSTRIAL AND WAREHOUSING DEVELOPMENTS**

**Provision for open space, public realm, leisure, food and drink, and child-care facilities will be appropriate in office, industrial and warehousing developments, provided, the facility is of an appropriate scale and nature intended primarily to meet the needs of workers in the vicinity, therefore not attracting significant levels of visitor traffic into the area, or exacerbating existing traffic conditions.**

7.106 This Policy seeks to enable the provision of appropriate complementary leisure, food and drink, and childcare facilities in existing and new office, industrial and warehousing areas and helps to deliver Plan objectives. Employees in such areas may require good access to a range of facilities, including food and drink, leisure/recreation and child-care. The absence of such facilities in an employment area can increase travel demand and make the areas less attractive to employers and employees.

7.107 In existing employment areas, change of use of existing premises will be considered for appropriate complementary facilities, including food and drink, leisure and child-care.

7.108 Where new employment areas are proposed, the need for such facilities should be considered as part of the overall development scheme.

7.109 In all cases, only facilities of an appropriate nature and scale to meet the needs of employees will be permitted. Appropriate leisure facilities may include fitness centres/clubs and indoor sports facilities. Provision for accessible open space or public realm improvements may also be appropriate.

#### **EC5A: ALTERNATIVE USE OF PROTECTED EMPLOYMENT LAND AND PREMISES**

**Development of protected business, industrial and warehousing land and premises identified within Policy EC3 (and defined on the proposals map) for alternative uses which are not considered a complementary use (as defined by Policy EC4) will only be permitted if:**

- i. **There is no need to retain the land or premises for business, industrial or warehousing use, having regard to the demand for such land and premises and the**

**requirement to provide for a range and choice of sites available for such use; and**

- ii. **There is no realistic prospect of employment use on the site and/or the property is physically unsuitable for employment use, even after adaption/refurbishment or redevelopment; and**
- iii. **There will be no unacceptable impact on the operating conditions of existing businesses.**

#### **EC5B: NEW WORKSPACE WITHIN MIXED USE DEVELOPMENT**

**Where the criteria of EC5A (i to iii) have been satisfied, and an alternative use is considered appropriate; provision should be made for new employment workspace and community facilities as part of a mixed-use residential redevelopment.**

**The new employment workspace provided should be in the form of accommodation for research and development, affordable workspace, light industrial, flexible office space, local distribution, or similar premises and may include premises for professional services and medical or health services.**

7.110 This Policy provides criteria against which proposals for the change of use of protected business, industrial and warehousing land and premises designated under Policy EC3 will be assessed

7.111 Consideration will only be given to alternative uses where an applicant is able to clearly demonstrate that there is no demand for the site and that it is unviable to retain the site in employment uses, including the prospects of refurbishment of the existing premises or the redevelopment of the site for new employment uses.

7.112 The 'robust evidence' for assessing the need to retain land and premises for business, industrial and warehousing use include the following criteria:

- Whether and for how long land or premises have been vacant and actively marketed and the expressions of interest during this period;
- Whether the site offers particular benefits not generally available within the overall land bank;
- Whether the site is within an area of high unemployment and offers realistic prospects of use for appropriate employment purposes;
- Whether the relocation of existing occupiers to other suitable accommodation will be facilitated;
- Whether the proposed development would retain an element of industrial, office or warehousing floorspace; and
- Whether the proposed use needs to be accommodated on business, industrial or warehousing land (e.g. transport depots).
- Other priorities, such as housing need, override more narrowly focused economic considerations.

7.113 Where alternative use of land is considered appropriate, priority will be given to mixed-use development comprising employment, housing and community facilities. Such developments will be required to maximise the delivery of affordable housing in line with Policy H3 Affordable Housing.

7.114 Workspace provided or retained within redevelopment proposals can include flexible small workspace for enterprise start up and

early-stage growth, Mixed B1(a), B1(b) and B1(c) uses, makerspace, affordable workspace, space for cultural industries, local logistics and community-oriented facilities. Enterprises and premises of this type in emerging key sectors often favour new forms of workspace. Such provision can lead to the intensification of employment use on a site. The workspace element should be proportionate to the proposal's scale and location and have regard to the employment density of the most recent use. Consideration should be given to the design, siting and potential occupancy of the workspace element within mixed use development proposals to ensure the compatibility of the workspace with surrounding residential development.

7.115 It is also important to ensure that the introduction of residential or other uses into an industrial or warehousing area does not unduly restrict the operating conditions of remaining businesses.

7.116 The constraints on some existing employment sites may be of such a scale that the provision of any new employment uses on the site may be proven to be unviable at that point in time. Irrespective of this, the County's employment land is a finite resource and once it is lost it is highly unlikely to ever return to that use. In addition, the economics of development can change over time and although the retention of employment uses on the site may not be economically viable at that time, this is not to say that it would not become a viable proposition in the future. As such the loss of the site would still represent a depletion of the County's economic resource in a location that is considered to be acceptable for economic development uses in land use terms.



7.117 Where a developer is able to demonstrate that a current employment site that is considered suitable in land use terms has no prospects for continued use, or for a mixed use development that retains a significant element of Class B use on site, under the prevailing economic conditions, the Council will give consideration to other uses (subject to other LDP policies) on the condition that developer provides compensation for the economic harm arising from the loss of the site to housing or another alternative use. Each case will be assessed on its merits and consideration will be given to the likelihood of development resulting in 'islands' of other uses in employment areas, and whether a better environment would be created through a more comprehensive development.

7.118 Where appropriate developers will be requested to make provision for an appropriate contribution towards bringing forwards compensatory employment opportunities elsewhere in the County in line with Policy SP6 Planning Obligations.

7.119 Where there is the potential to develop residential units on areas previously identified for commercial/ industrial use, there needs to be an appropriate assessment for the presence of land contamination. The land contamination standards set for commercial/industrial use are not suitably protective for residential use and therefore unacceptable risks to the end users may be present which will require appropriate remediation.

## EC6: PROTECTING OFFICES IN THE CENTRAL AND BAY BUSINESS AREAS

**The alternative use of offices within the Central and Bay Business Areas will only be permitted where:**

- i. **It can be demonstrated that there is no need to retain the site or premises for office use in its current format having regard to the demand for offices and the requirement to provide a range and choice of sites available for such use.**
- ii. **Proposals for the alternative use of offices to non-employment (residential) uses retain a significant element of office and/or commercial floorspace as part of a mixed-use development.**

7.120 This Policy aims to ensure that office sites within the Central and Bay Business Areas identified on the Proposals Map, whether occupied, vacant, or with permission are protected from inappropriate changes of use. Any proposal involving the loss of offices will need to demonstrate that there is a sufficient range and choice of commercial office floorspace to meet the city's office requirement up to 2036.

7.121 When considering proposals for the alternative use of office accommodation, the following issues will be considered:

- Whether, and for how long the premises have been vacant and actively marketed for office use;
- Whether the development of the site for appropriate uses will facilitate the relocation of existing office occupier/s to other suitable accommodation within the Central or Bay Business Area;

- Whether the proposed development would retain a significant element of office floorspace;
- Whether the proposed use is complementary to an employment use; and
- Whether the proposed development can demonstrate wider economic, social and regeneration benefits.

7.122 The Central and Bay Business Areas contain a wide range of office premises, including modern Grade A accommodation (e.g. Central Square); high-rise accommodation built in the 1960s and 1970s (e.g. Newport Road); office accommodation above commercial premises (e.g. St. Mary Street and Greyfriars Road); and historic villas in the north of the city centre (e.g. Park Place and Windsor Place).

7.123 To ensure that Cardiff continues to attract and retain quality businesses, the City Centre must contain sufficient land for new office accommodation, as well as providing a range and choice of office premises for existing and future occupiers, including large Grade A offices, small and medium sized enterprises, incubator units and live-work premises. The Cardiff Central Enterprise Zone along with other designated employment areas provides a range and choice of business locations.

7.124 It is acknowledged that some office vacancy is necessary to allow for the turnover of businesses and the renovation of premises to meet modern business needs. However, long-term vacancy can have a damaging impact upon the vitality and viability of commercial centres. Office premises that, despite active marketing, have remained unoccupied for over two years will be considered more favourably for changes of use to other, appropriate uses.

7.125 Mixed-use redevelopment proposals that retain a significant element of commercial office floorspace, or those that do not result in any net loss in the level or quality of office accommodation within the City Centre, are likely to be more favourably considered.

7.126 Where proposals involve the loss of office accommodation, they will only be permitted where they do not harm, and are complementary to, the primary office role and function of the area and accord with other Plan policies. Such uses could include childcare facilities, training, tertiary education, residential development, commercial leisure and hotels.

7.127 The mixed-use redevelopment of premises within the Central and Bay Business Areas can create opportunities to provide a greater range and choice of new and upgraded office facilities, particularly with regard to smaller scale floorspace. In addition, ground floor office uses can help to contribute towards an area's vitality, attractiveness and viability by providing a diversity of land uses, attracting employees/ visitors and adding vibrancy throughout the day. In this regard, non-employment (residential) proposals will be expected to retain office floorspace at the ground floor street frontage as part of a mixed-use development. Uses could include, for example, flexible workspace for enterprise startups and early-stage growth, hot desking and co-working spaces and community-oriented facilities. Such provision can help lead to the intensification and diversification of employment uses in an area. The workspace element should be proportionate to the proposal's scale / location and have regard to the employment intensity of the most recent use.

7.128 Where a development does not provide a significant element of office floorspace, as part of mixed use residential development (in line with that set out in the above paragraph), and is able to evidence that a current office use that is considered suitable in land use terms has no prospects for continued use, where appropriate developers will be requested to make provision for an appropriate contribution towards bringing forwards compensatory employment opportunities elsewhere in the County in line with Policy SP6 Planning Obligations. This will be to provide compensation for the economic harm arising from the loss of the site to housing or another alternative use.

#### **EC7: ALTERNATIVE USE OF EMPLOYMENT LAND AND PREMISES NOT IDENTIFIED WITHIN POLICY EC3 (PROTECTED EMPLOYMENT LAND) OR POLICY EC6 (PROTECTING OFFICES IN THE CENTRAL AND BAY BUSINESS AREA)**

**Alternative uses of employment land and premises outside of the designated employment protection areas for residential development and/or mixed use will be favourably considered provided:**

- **The site or premises are vacant/redundant, or where premises are still occupied the relocation of existing occupiers to other suitable accommodation will need to be demonstrated.**
- **Residential proposals will need to satisfy the tests of Policy H8. In such circumstances, Affordable Housing development may be more favourably considered.**

#### **Proposals for mixed use residential development that include provision for new employment workspace, community facilities or health services will be favoured subject to detailed considerations.**

7.129 This policy only applies to areas not covered by Policy EC3 (Protected Employment Land and Premises) and Policy EC6 (Protecting offices in the Central and Bay Business Area).

7.130 To make the best and most efficient use of redundant land and premises and encourage the redevelopment of brownfield sites for alternative uses, including new homes, a flexible approach is required. It is not appropriate to protect all employment areas (B1/B2/B8) or B1 offices not identified in Policy EC3 and EC6. This policy provides the criteria to assess the alternative use of sites that include vacant or underused land and premises currently or recently in office or industrial use and not identified in Policy EC3 and EC6.

7.131 Since the Adopted Plan some protected and non-protected employment sites have experienced further pressure for alternative uses with additional losses of employment land and their B use class employment being gradually eroded. For example Colchester Avenue has had an increased number of leisure and recreation uses. Similarly, Cathedral Road and Newport Road offices situated outside the Central Business Area which are characterised by low grade offices with a high level of vacancy are no longer identified for protection. A change of use to residential development, particularly affordable housing and/or mixed use development is more likely to be supported, subject to detailed design, amenity and transport considerations.

#### **EC8: EMPLOYMENT PROPOSALS ON LAND NOT IDENTIFIED FOR EMPLOYMENT USE**

**Proposals for employment use (B Use Class) on unallocated sites will be permitted provided that:-**

- The proposal cannot reasonably be accommodated on existing employment land and in the case of offices in the Central Enterprise Zone (Policy EC1) and the Central and Bay Business Areas (Policy EC6);**
- The site falls within the settlement boundary and has no specific policy designation;**
- The use is compatible with uses in the surrounding area; and**
- The proposal is well related to the primary highway network and accessible to sustainable modes of transport.**

7.132 Policy EC8 provides guidance on how the Council will determine applications for employment development on sites not identified for employment. The policy ensures that a sequential approach to site selection is followed, thereby steering employment allocations to the most appropriate locations consistent with Future Wales, Policy 6 which promotes a "town centre first" approach, PPW, and TAN 23: Economic Development. This policy is intended to support the economy by allowing for future economic growth which sustains and provides job opportunities within Cardiff, is considered essential in responding to economic uncertainty and fulfils the LDP economic evidenced needs.

7.133 The LPA is not able to fully predict all potential business and operator requirements over the Plan period. Therefore, it is important for the policy framework to allow an element of flexibility to enable businesses to locate within the County subject to the site's ability to meet the Plan's other objectives.

#### **EC9: HOTEL DEVELOPMENT**

**Proposals for hotel development, including extensions and changes of use of suitable properties will be favoured:**

- Within the Central and Bay Business Areas of the city centre;**
- Within designated centres subject to the proposal being of a scale appropriate to the centre and subject to satisfying the criteria of Policy R4: District Centres and Policy R5: Local Centres;**

**Outside of these locations, proposals for major hotel development, including extensions and changes of use will be assessed against Policy R1: Town Centre First Approach.**

7.134 This Policy identifies the most appropriate locations for new hotel development, either as a single use or as part of mixed-use development opportunities, including extensions and change of use. The sequential test will apply to proposals for major hotel developments such as those with conference and banqueting facilities proposed outside Central and Bay Business Areas of the city centre.



7.135 Budget hotels and similar types of development such as motels and travel lodges can cater more for car-born travellers, often for a single overnight stay, such as business travellers on route to a destination. In such cases edge of centre locations, for example on major transport routes into and out of the city centre, will usually be the most appropriate locations.

7.136 The change of use of suitable properties to hotels or guest houses contributes to the range of accommodation available for tourists and other visitors to the city. Suitable properties are likely to be larger and vacant commercial premises and vacant space above existing commercial premises. In terms of both the proposed property and its location, importance will be attached to the need to safeguard residential amenity.

7.137 Proposals for the change of use of converted hotels in residential areas to uses other than residential or uses acceptable within a residential area will be resisted.

#### EC10: NIGHT-TIME AND CULTURAL ECONOMY

**Proposals for leisure, entertainment, and cultural uses that protect, promote, diversify, and revitalise the city's evening and night-time economy will be favoured in: -**

- I. **The City Centre (Central Business Area)**
- II. **The inner harbour/waterfront area of Cardiff Bay (Bay Business Area)**
- III. **The International Sports Village**
- IV. **Atlantic Wharf and;**
- V. **District and Local Centres (of a scale and nature appropriate to the centre).**

**The loss of Use Class D2 venues and public houses (Use Class A3) will be resisted unless it is demonstrated that the use is no longer viable, and the premises cannot accommodate another similar use.**

7.138 The night-time economy refers to the various economic activities and businesses that primarily operate during the evening and night-time hours, typically from 6pm to the early morning. It comprises a diverse range of uses, including night clubs, pubs, bars and restaurants, live music venues, experiential leisure venues, cinemas, theatres, concert halls, arena, and sports venues.

7.139 The night-time economy plays an important role to both the quality of life for residents in the city, its tourist and visitor economy and, as a key employer, is important for the strength of the city's economy overall. The aim of this policy is to support a thriving and diverse night-time and cultural economy focused on the city centre (Central Business Area), the Inner Harbour and waterfront area of Cardiff Bay (Bay Business Area), the International Sports Village, Atlantic Wharf and in district centres and local centres, subject to the scale and nature being appropriate to the centre.

7.140 Traditionally the evening economy is supported mainly by pubs, clubs, and restaurants, which from an economic perspective generate high levels of expenditure by visitors and tourists. However, this narrow focus on pubs, clubs and restaurants reduces the appeal of the evening and night-time economy to a wider group of people who are not attracted by this traditional offering due to their lifestyle, and who are less inclined to go out in the evening.

7.141 A strong restaurant, night club and pub presence in an area should be balanced out to offer a wider variety of culture and leisure uses; for example, cafés, theatres, cinemas, bingo halls, small music venues, comedy clubs, escape rooms, art galleries, gyms / fitness centres, late night convenience stores, and family indoor entertainment spaces that provide crazy golf, bowling alleys, climbing walls, and would offer a wider choice of attractive social experiences for families, the young and older people, thereby creating a lively, relaxed atmosphere that appeals to all age groups; and help mitigate the disorder that can potentially deter people from experiencing high quality recreational, cultural and leisure activities.

7.142 While a variety of evening and night-time uses can offer a choice, the proliferation, and clustering of new or additional evening or night-time uses, could push out daytime uses. This could be detrimental to the vitality and viability of retail frontages. Proposed evening or night-time uses within the primary retail frontage are unlikely to be permitted where it is considered that the integrity and continuity of the existing retail frontage would be eroded. There may, however, be exceptions where there are high levels of long-term vacant retail units that may be suitable for appropriate evening or night-time uses to reduce vacancy levels, improve footfall and the vitality, viability, and attractiveness of frontages.

7.143 Proposals for evening and night-time uses in frontages where there are concentrations of existing and/or approved similar evening or night-time uses are unlikely to be acceptable. The intention is to avoid extensive dead frontages during the daytime, which would reduce footfall and the attractiveness of the area. An over concentration of any evening and

night-time uses will have an adverse impact on the vitality, viability and attractiveness of the city centre and an appropriate mix of uses that are open throughout the daytime and evening / night-time to generate sustained activity will be more favourably considered.

7.144 All planning applications for A3 and D2 uses will be assessed against the relevant policy framework contained in the Retail chapter.

7.145 The council will also protect and support existing evening and night-time cultural venues. The 'agent of change' principle will be applied to new development near existing evening and late night-time cultural venues. The council may refuse development proposals that have not clearly demonstrated how noise impacts from existing evening and night-time uses will be mitigated and managed.

7.146 Protecting the existing culture and leisure venues recognises the valuable economic role they play in providing an authentic cultural experience that makes the city attractive to visitors and tourists. The 'agent of change' principle places the responsibility for mitigating impacts from existing noise-generating activities or uses on to the new development. This ensures that the existing land uses should not be unduly impacted by the development of new noise-sensitive uses.

7.147 The council has extensive regulatory control of the uses associated with the evening and night-time economy, especially licensing and applicants are strongly encouraged to liaise with both licensing and planning services prior to submitting applications.

7.148 Further Information will be given in an SPG



## Design

### D1: TALL BUILDINGS

Tall buildings will be encouraged in highly accessible locations and in areas where the scale and visibility of a development can be accommodated without adversely compromising an established historic or neighbourhood character.

A tall building in the city centre or Cardiff Bay will be 8 storeys or more or over 25 metres in height. Outside the city centre they are any building which is double or more the height of surrounding properties or significantly taller in terms of actual height and number of floors.

When developing tall buildings, it is important to ensure that the development does not compromise the continuity and quality of neighbouring streets and public spaces and that residential development creates a liveable environment for future and neighbouring occupiers.

Tall buildings will be generally supported where they:

- Do not negatively impact on the character and setting of listed buildings, conservation areas or registered parks and gardens
- Accommodate a mixture of uses
- Achieve attractive, original and distinctive architectural and landscape design quality commensurate with their high visibility in the city and any position in a streetscape.

- Contribute positively to the overall townscape by providing an elegant silhouette against the sky and in relation to any distinct building group within any relevant vista.
- Enhance the biodiversity of their site or immediate context, and in particular through the accommodation of trees and green infrastructure.
- Make a visually seamless connection with the ground plane, integrating with the street scene and neighbouring public realm.
- Take into account the needs of people at the human scale, providing active commercial or residential interfaces at ground floor on key frontages and creating neighbouring spaces that allow for trade, play, sport or relaxation within an attractive landscape that in particular benefits residents.
- Provide any refuse, cycle or car parking and building servicing provision in a recessive location where it has limited impact on the vitality and attractiveness of the public realm.
- Do not form an overbearing relationship with neighbouring development or compromise the reasonable development of neighbouring sites.
- Provide reasonable living space and residential amenity for future and existing residents affected by the development in line with policy (SP4) and any relevant SPG standards and guidance related to privacy, ambient light and the provision of both shared or communal amenity space.

- Demonstrate that the development does not adversely impact on the microclimate of the application site and the surrounding streets and public spaces in relation to sunlight and wind.
- Consider public safety requirements as part of the overall design, including the provision of evacuation routes.
- Provide an "adaptability statement" to show that the building could accommodate alternative uses, subject to the necessary consents.

7.149 Tall buildings can contribute to helping the city accommodate new development as well as communicating ambition, energy and innovation. They can contribute to making efficient use of land to deliver jobs, homes and mixed communities. Tall buildings in the right locations and of the right design have the potential to enhance the appearance and character of areas and to contribute to regeneration.

7.150 Tall buildings may be proposed for a variety of uses, including workspace and new homes. In all cases the design of a tall building should create a high quality environment both for its users and for surrounding development and the public realm.

7.151 Tall buildings also give rise to particular issues related to their height, massing and prominence as set out in this policy. All the design principles for high density development set out in other policies of the local plan are equally applicable to tall buildings, including liveability considerations for residential development.

7.152 This policy does not aim to conceal tall buildings from view, but to ensure that they are located and designed to create a positive feature in the urban environment from nearby viewpoints through to distant views.

7.153 Further Information will be given in an SPG.



Retail

R1 RETAIL HIERARCHY AND TOWN CENTRE FIRST APPROACH

Proposals for retail (including changes of use, redevelopment and subdivision), commercial, leisure, education, health, community, public service facilities, appropriate employment developments (B1) and residential uses will be focussed according to the following hierarchy, having regard to the nature, scale and location of the proposed development being compatible with the defined role and function

of the centre in line with the Town Centre First approach. Active uses (use classes A1, A2, A3, B1, C1, C2, C3, D1 or D2 of the use classes order or a sui generis use normally found in centres, or any mixed use comprising one or more of these classes) which contribute to maintaining the vitality, viability and diversity of centres will be favoured.

New residential development which makes positive use of upper floors of properties and on underused and vacant space away from commercial frontages will be encouraged within centres.

Hierarchy of Centres

	Role	Centres
Central Shopping Area (or 'Central Retail and Commercial Area')	Provides a broad range of shops, retail and non-retail services, businesses, cultural, leisure and community facilities to serve the city and a significant hinterland beyond. It is both the focus for the community and public transport networks.	Central Shopping Area
District Centres	Provides (or has the potential to provide) a range of shops, retail and non-retail services, businesses and community facilities to a suburb and potentially neighbouring suburbs.	Albany Road/ Wellfield Road City Road Clifton Street Cowbridge Road East Crwys Road/ Woodville Road Bute Street/ James Street Merthyr Road, Whitchurch Penarth Road/ Clare Road St Mellons Thornhill Whitchurch Road
Local Centres	Provides (or has the potential to provide) a small grouping of units, typically comprising a small convenience store, other small shops of a local nature, and some retail or non-retail services. Will typically serve its immediate suburb.	Birchgrove Bute Street (Loudoun Square) Cathedral Road Countisbury Avenue Caerau Lane Fairwater Green Gabalfa Avenue Grand Avenue High Street, Llandaff Maelfa, Llanderyn Newport Road, Rumney Rhiwbina Village Salisbury Road Splott Road Station Road, Llanishen Station Rd, Llandaff North Station Road, Radyr Tudor Street Willowbrook Drive Wilson Road

7.154 This policy sets out the hierarchy of the city's network of centres according to their role and function. This provides a context for the assessment of new development proposals and to guide development to the most appropriate locations in accord with the 'town centre first' approach. A sequential approach will be taken in accordance with this hierarchy. The hierarchy, overarching policy approach and the application of the sequential approach seeks to protect the vitality and viability of centres, aims to ensure a balance is drawn between the introduction of large retail units outside centres and the maintenance and enhancement of existing centres.

7.155 Cardiff City Centre will remain the principal destination for main town centre uses, including retail, offices, commercial leisure, arts, culture and tourism and complementary evening and night-time uses and other significant footfall generating development serving a city wide and regional market. The City Centre is supported by a range of District Centres and smaller Local Centres. District Centres serve the needs of a wide local catchment and will be the primary focus for development and investment in main town centre uses outside the City Centre, including flexible workspaces, complementary evening and night-time uses and community facilities.

7.156 Local Centres are more residential in nature and serve the day to day needs of a smaller, local catchment, providing local shopping, services and community facilities and are valuable in contributing to sustainable communities where the services people need are available close to home.

7.157 Policy R1 supports the City Centre, District and Local Centres as hubs of socio-economic activity and the focal points for a diverse

range of services which support the needs of the communities they serve. They act as the most appropriate and sustainable locations for new retail, leisure, community facilities and supporting commercial development. The co-location of facilities and services at such locations will help support their long-term health and vitality as convenient and attractive places to live, work, shop, socialise, study, access services for health and well-being and to conduct business. This approach will also encourage linked trips and a reduction in travel demand, recognising that they are more than the extent of designated retail areas. Major development must comply with the 'Town Centre First' policy contained within PPW and Future Wales, to help build resilient communities, and respond to the long-term impacts of Covid-19, which have not only re-focused the lives of people and communities but acted as a further driver towards making centres multi-functional places.

7.158 In recognising the City Centre, District and Local Centres are moving away from their traditional retail roles, Policy R1 and its supporting policies, seek to maintain the ongoing success of these centres, recognising and supporting their role and enabling them to diversify in a way which keeps them at the heart of the communities they serve and ensure centres with a focus on a wider variety of services and facilities. The 'Town Centre First' approach is key to enabling such centres to increasingly become multi-functional places and community focal points and making them viable as go-to destinations. This will complement efforts to regenerate retail and commercial centres through the creation of more outside space, the re-use of underutilised areas, the start-up of remote coworking hubs, and the focus of more accessible public services.

7.159 Therefore, active uses (A1/A2/A3/B1/C1/C2/C3/D1/D2) which positively contribute to the maintenance and enhancement of the vitality and viability of centres and the viability and vitality of a commercial frontage will be supported. New development or redevelopment proposals should respect their location within a centre and provide appropriate active floorspace on the ground floor. The provision of new, modern retail and commercial floorspace on the ground floor can attract new occupants and increase the vitality, attractiveness, and overall viability of a centres.

7.160 Similarly, the conversion of empty space at upper floor levels to residential use and on underused space and vacant space away from the commercial frontage provides a valuable contribution to the city's housing stock and provides much needed homes and will also be encouraged as it positively contributes to the creation of sustainable, vibrant, mixed-use communities where people live, shop and work. Centres remain busy beyond business hours, increasing surveillance and providing a market for ancillary uses associated with the night-time economy.

## R2: DEVELOPMENT IN THE CENTRAL RETAIL AND COMMERCIAL AREA

**Development proposals within the Central Retail and Commercial Area (CRCA) will be assessed against the following criteria:**

- Whether the proposal involves the loss of shop uses (Class A1) from within Protected Shopping Frontages;**
- Whether the proposal involves retail and other uses which enhance the vitality, viability and attractiveness of the city centre;**

- Whether the development allows for, or retains the effective use of, upper floors; and**
- Supports the regeneration, renewal and enhancement of the city centre.**

7.161 The purpose of this Policy is to allow, monitor and manage the diversity of uses within the Central Retail and Commercial Area (CRCA) identified on the Proposals Map.

7.162 The Central Retail and Commercial Area is the head of the retail hierarchy for Cardiff and South East Wales. It offers a range and quality of shopping facilities unrivalled in the region, together with a diversity of complementary commercial, service, leisure, residential, hotel and business uses, within a compact and accessible area. Despite this, the area is not invulnerable to trends in retail location and shifts in consumer demand and expenditure, including competition from out-of-centre locations and internet shopping. There is a continuing need to improve facilities within the Central Retail and Commercial Area in order to provide a quantity and quality of shops that will enhance its primary shopping role and character, and its vitality, attractiveness and viability.

7.163 An appropriate mix of non-shop uses can contribute to vitality, attractiveness and viability by introducing a diversity of compatible uses within the Central Retail and Commercial Area. However, too many can harm the primary shopping role and character of shopping streets by reducing their attractiveness to shoppers, undermining the viability of remaining shop units and reducing the prospect of attracting new retailers and retail investment. In this regard a series of Protected Shopping Frontages are identified in Policy R3.

## R3: PROTECTED SHOPPING FRONTAGES

**Development proposals involving the loss of Class A1 (shop) uses within Protected Shopping Frontages will be assessed against the following criteria:**

- The balance and distribution of existing and committed non-shop uses;**
- The amount of A1 floorspace and frontage length being lost;**
- Whether, and for how long, the premises have been vacant and actively marketed;**
- The location, character and prominence of individual premises or frontages;**
- The nature of the proposed use, including whether an appropriate shop front and window display is to be provided; and**
- The impact of the proposed use upon the amenity of adjacent or nearby residents.**

7.164 This Policy provides an enhanced level of protection for the City Centre's most important shopping streets (Queen Street, Working Street and The Hayes), its shopping centres (St David's Dewi Sant, Capitol Centre and Queens Arcade) and its Victorian Arcades (High Street Arcade, Duke Street Arcade, Castle Arcade, Morgan Arcade, Royal Arcade and Wyndham Arcade). The protected frontages are identified on the Proposals Map.

7.165 Proposals will be assessed in terms of their impact cumulatively with other existing and committed non-shop uses. Where the application frontage is closely related to surrounding frontages (e.g. in narrow or pedestrianised streets or arcades) it will be appropriate to consider the proposal's impact on both the application frontage and surrounding frontages.

7.166 The Policy allows for other uses including A2 (Financial and Professional Services) and A3 (Restaurants, Cafes and Snack Bars) at appropriate locations within Protected Frontages, provided those uses do not, either alone or cumulatively with other non-shopping uses, undermine the primary shopping role and character of those frontages or groups of frontages. This is intended to maintain the centre's retail offer whilst providing complementary services during normal shopping hours, generating pedestrian flows and providing visually interesting and active frontages.

7.167 Like offices, it is acknowledged that an element of retail vacancy can be created by the natural turnover of businesses or through refurbishment. However, long-term vacant shop floorspace is a strong indicator of decline, adversely impacting upon perceptions of the high street to shoppers and investors. Proposals which seek to bring back into beneficial use retail premises which have remained vacant, despite active marketing, will be more favourably considered. Temporary or "meanwhile" uses can enliven city streets and provide short-term retail, business incubation or exhibition space, whilst reducing management and maintenance costs to landowners.



R4: DISTRICT CENTRES

Proposals for retail (including changes of use, redevelopment and subdivision), commercial, leisure, education, health, community, public service facilities, appropriate employment developments (B1) and residential uses will be favoured within the following district centres identified on the proposals map.

- 1. Albany Road/Wellfield Road
- 2. City Road
- 3. Clifton Street
- 4. Cowbridge Road East
- 5. Crwys Road/Woodville Road
- 6. Bute Street/James Street
- 7. Merthyr Road, Whitchurch
- 8. Penarth Road/Clare Road
- 9. St. Mellons
- 10. Thornhill
- 11. Whitchurch Road

This will be subject to:

- i. The proposal being of a scale and function appropriate to the particular centre;
- ii. The location of any business offices (use class B1) above the ground floor;
- iii. The proposal not impeding the effective use of the upper floors;
- iv. Proposals for uses other than class A1 (Shop) not resulting in unacceptable harm to the vitality, viability and attractiveness of the centre or a specific frontage, in particular increasing the number of units which would not be available to the public during the normal working day;

- v. The proposal not resulting in unacceptable harmful impact on residential amenity and traffic which could not be overcome by the imposition of conditions;
- vi. The proposal providing a community benefit or addressing an identified deficiency in provision in the area which can be shown to outweigh the loss of a retail use.
- vii. The location of any new residential development above the ground floor and on underused and vacant space away from commercial frontages.

Unacceptable harm should take account of:

- The existing level of non-retail, leisure or community uses within the centre as a whole;
- The size of the retail unit in relation to the overall size of a centre or a specific groups of frontages;
- The distribution and proximity of non-retail, leisure or community uses within a frontage.

Proposals that result in, or add to a continuous stretch of non-retail, leisure or community uses (3 or more units in a row) will be less favourably considered and applications for such uses will be considered against the following:

- The vacancy rate in the centre and/or specific frontage
- Whether, and for how long, the premises have remained vacant whilst being actively marketed for their existing or previous use

7.168 The aim of this policy is to positively promote and protect District Centres as viable, attractive destinations offering a variety of retail, employment, commercial, community, leisure, health, and public sectors uses providing a range of convenient facilities for the local communities they serve which are readily accessible by walking and cycling and which are normally on or close to high frequency bus routes. The District Centres identified in Policy R4 are defined on the Proposals Map.

7.169 This policy seeks a balance between retaining an appropriate range and choice of retail uses (A1) to meet local shopping needs and allowing other beneficial supporting uses which complement and are appropriate to the scale and function of the centre. Priority will be given to promoting and supporting shopping, other main town centre uses, and community uses, although uses which do not readily fall into either of these categories, sui generis uses normally found in shopping centres, or any mixed use comprising one or more of these use classes can be accepted where they would be complementary and beneficial to the vitality, viability, and diversity of a centre.

7.170 Future Wales: The National Plan 2040 acknowledges that centres are moving away from their traditional retail roles towards more multi-functional places and are becoming focal points of communities as places to live, centres of community activities and a focus for public services such as health and education. Planning Policy Wales states that although retailing (A1) uses should underpin retail and commercial centres, it is only one of the factors which contribute towards their vibrancy (para 4.3.30).

7.171 In recognition of this and whilst there is a desire to maintain a retail function (Use Class A1), Policy R4 provides a flexible approach to changes of use within District Centres to respond to market impacts and reinforce the role and function of District Centres as the heart of sustainable communities and provides the opportunity to consider the individual impacts of proposals and afford weight to proposals for other uses (A2, A3, B1, C1, C2, C3, D1, D2) that contribute positively to the vitality, viability and attractiveness of District Centres.

7.172 It is important that non-retail uses, leisure and community uses are dispersed as much as possible in order that vibrant shopping frontages are not fragmented and therefore proposals that result in, or add to a continuous stretch of non-retail, leisure or community uses (3 or more units in a row) will be less favourably considered.

7.173 Whilst the aim of the policy is to protect and promote the retail role of these centres, changes of use can help support them, particularly if it would fill long term vacant units and help address long term decline in a centre's performance and attractiveness. A high level of vacancy is often an indicator of poor retail performance, reduced levels of demand and/or investor confidence, and can be harmful to the vitality, attractiveness, and viability of a centre in the long term. Applications for changes of use that involve non-A1 uses of premises currently in A1 use or vacant premises previously occupied by an A1 use will therefore be considered against the following:

- The vacancy rate in the surrounding area; and
- Whether, and for how long the premises have remained vacant whilst being actively marketed for their existing or previous use.

7.174 The change of use of an active A1 use is less likely to be supported. Applicants will be expected to provide details of marketing for a period of 6-12 months at a realistic value and qualify how they have actively marketed the property, for example, local marketing such as agency windows or whether it have been subject to a national marketing campaign across a wide range of media, including digital platforms. This policy will favour business class offices (Use Class B1) above ground level within District Centres. At ground floor level, only professional and financial (A2) offices with a shop front will be acceptable. B1 uses do not provide and active frontage or service to visiting members of the public.

7.175 The provision of residential accommodation at upper floors within centres and on underused and vacant space away from the commercial frontage can support their vitality, viability and attractiveness and contribute to the creation of sustainable, vibrant, mixed uses communities where people live, shop and work. Centres remain busy beyond business hours, increasing surveillance and providing a market for ancillary uses associated with the night-time economy. However, it is recognised that District Centres cannot offer the same degree of amenity as purely residential areas. To enable opportunities for offices and other appropriate business uses at upper floors within District centre, in some cases, it may be necessary to allow the change of use of premises in residential use.

7.176 New District Centres form part of the residential led strategic sites in Plasdwr (NW Cardiff) and Northeast Cardiff. Once implemented the centres will be considered as part of the Retail Hierarchy and proposals for change of use within them will be determined in accordance with this policy.

7.177 Additional new centres in areas of growth and regeneration proposing residential development that come forward in the plan period and satisfy the requirements of Policies R6 and R7 will also be considered for inclusion in the hierarchy.

## R5: LOCAL CENTRES

**Proposals for retail (including changes of use, redevelopment and subdivision), commercial, leisure, education, health, community, public service facilities, appropriate employment developments (B1) and residential uses will be favoured within the following local centres identified on the proposals map.**

1. Birchgrove
2. Bute Street (Loudoun Square)
3. Cathedral Road
4. Countisbury Avenue
5. Caerau Lane
6. Fairwater Green
7. Gabalfa Avenue
8. Grand Avenue
9. High Street, Llandaff
10. Maelfa, Llanederyn
11. Newport Road, Rumney
12. Rhiwbina Village
13. Salisbury Road
14. Splott Road
15. Station Road, Llanishen
16. Station Road, Llandaff North
17. Station Road, Radyr
18. Tudor Street
19. Willowbrook Drive
20. Wilson Road

This will be subject to:

- i. **The proposal being of a scale and function appropriate to the particular centre;**
- ii. **The retention of residential accommodation at upper floors;**
- iii. **Proposals for uses other than Class A1 (shop) not resulting in unacceptable harm to the vitality, viability and attractiveness of the centre or a specific frontage, in particular increasing the number of units which would not be available to the public during the normal working day;**
- iv. **The proposal not resulting in unacceptable harmful impact on residential amenity and traffic which could not be overcome by the imposition of conditions;**
- v. **The proposal providing a community benefit or addressing an identified deficiency in provision in the area which can be shown to outweigh the loss of a retail use.**

Unacceptable harm should take account of:

- **The existing level of non-retail, leisure or community uses within the centre as a whole**
- **The size of the retail unit in relation to the overall size of a centre or a specific groups of frontages;**
- **The distribution and proximity of non-retail, leisure or community uses within a frontage.**

**Proposals that result in, or add to a continuous stretch of non-retail, leisure or community uses (3 or more units in a row) will be less favourably considered and applications for such uses will be considered against the following:**

- **The vacancy rate in the centre and/or specific frontage**
- **Whether, and for how long, the premises have remained vacant whilst being actively marketed for their existing or previous use**

7.178 Local Centres are generally smaller and more residential in nature than District Centre and do not contain the scale or variety of retail and non-retail uses. Consequently, proposals other than A1 are often more difficult to satisfactorily accommodate than in District Centres. The aim of this policy is to promote and protect the shopping role of Local Centres and to seek a balance between retaining an appropriate range and choice of retail uses (A1) to meet local shopping needs and allowing other beneficial supporting uses which complement and are appropriate to the scale and function of the centre. Priority will be given to promoting and supporting shopping, other main town centre uses, and community uses, although uses which do not readily fall into either of these categories, sui generis uses normally found in shopping centres, or any mixed use comprising one or more of these use classes can be accepted where they would be complementary and beneficial to the vitality and diversity of a centre.

7.179 Future Wales: The National Plan 2040 acknowledges that centres are moving away from their traditional retail roles towards more multi-functional places and are becoming focal points of communities as places to live, centres of community activities and a focus for public services such as health and education. Planning Policy Wales states that although retailing (A1) uses should underpin retail and commercial centres, it is only one of the factors which contribute towards their vibrancy (para 4.3.30).

7.180 Where a change of use from an A1 retail unit to a non-shopping use (use class other than A1) is proposed, the assessment in terms of unacceptable harm should take account of

- The existing level and nature of non-shopping uses within the centres, including the number of premises);
- Whether any have unimplemented planning consent for non-shopping uses;
- The size of the retail units (frontage length and floorspace) in relation to the size of the centre or a specific group of frontages; and
- The distribution and proximity of non-shopping uses within a frontage.
- 7.181 It is important that non-retail uses, leisure and community uses are dispersed as much as possible in order that vibrant shopping frontages are not fragmented and therefore proposals that result in, or add to a continuous stretch on non-retail, leisure or community uses (3 or more units in a row) will be less favourably considered.

7.182 Whilst the aim of the policy is to protect and promote the retail role of these centres, changes of use can help support them, particularly if it would fill long term vacant units and help address long term decline in a centre's performance and attractiveness. A high level of vacancy is often an indicator of poor retail performance, reduced levels of demand and/or investor confidence, and can be harmful to the vitality, attractiveness, and viability of a centre in the long term. Applications for changes of use that involve non-A1 uses of premises currently in

A1 use or vacant premises previously occupied by an A1 use will therefore be considered against the following:

- The vacancy rate in the surrounding area; and
- Whether, and for how long the premises have remained vacant whilst being actively marketed for their existing or previous use.

7.183 The change of use of an active A1 use is less likely to be supported and applicants will be expected to provide details of marketing for a period of 6-12 months at a realistic value and qualify how they have actively marketed the property, for example, local marketing such as agency windows or whether it have been subject to a national marketing campaign across a wide range of media, including digital platforms. Loss of residential units will generally be resisted at upper floor levels in Local Centres where the characteristics of the premises and their location remain suitable for residential use.

7.184 Four new Local Centres form part of the residential led strategic sites, 3 Local Centres at Plasdwr (NW Cardiff) and 1 Local Centre at Land North of Junction 33 (M4). Once implemented these centres will be considered as part of the Retail Hierarchy and proposals for change of use within them will be considered against this policy framework.

7.185 Additional new centres in areas of growth and regeneration proposing residential development that come forward in the plan period and satisfy the requirements of Policies R6 and R7 will also be considered for inclusion in the hierarchy.

## R6: TOWN CENTRE FIRST APPROACH

**Proposals for new retail and commercial developments out of centre, including changes of use, extensions, the merger or subdivision of existing units or amendments to existing planning conditions relating to the sale of goods will only be permitted where: -**

- it can be demonstrated there is a need for the proposed floorspace (with precedence accorded to establishing quantitative need) and that need cannot be accommodated within the central retail and commercial area, or within a district or local centre;**
- The proposal would not cause unacceptable harm to the vitality, attractiveness and viability of the central retail and commercial area, district or local centre or a proposal or strategy for the protection and enhancement of these centres;**
- The site is accessible by a choice of means of transport and;**
- The proposal is not on land allocated for other uses. this especially applies to land designated for employment and housing, where retail and commercial development can be shown to limit the range and quality of sites for such uses.**

7.186 This policy identifies the criteria against which proposals for new retail and other uses complementary to retail and commercial centres outside the Central Retail and Commercial Area, District and Local Centres identified on the Proposals Map will be assessed in line with national policy.

7.187 This Policy applies to any proposals that introduce additional retail floorspace (including mezzanine floors, where permission for this is required), changes of use, extensions, the merger or subdivision of units or amendments to existing planning conditions relating to the sale of goods.

7.188 The aim of the policy is to control the nature and size of out-of-centre retail development to minimise harm to and protect and enhance the vitality, viability and attractiveness of the Central Retail and Commercial Areas and the District and Local Centres identified in the retail hierarchy (Policy R1) and promoting sustainable communities and sustainable travel patterns. Small scale proposals of 200m<sup>2</sup> or less meeting local need or providing a complementary/ancillary use for employees in an employment area would be exempt from this test. These stores can play an important role in sustaining local neighbourhoods and reducing the need to travel and would be unlikely to significantly harm existing centres.

7.189 The sequential test approach as detailed in Planning Policy Wales directs new retail and uses complementary to retail and commercial centres to centres defined in the centre hierarchy. If a suitable site or building to meet an identified need is not available in the hierarchy of centres, edge of centres sites should be considered and if no such sites are suitable or available, only then should out-of-centre sites in locations by a choice of travel modes, including active travel and public transport be considered.



In Cardiff the order of preference is:

- Within the Central Retail and Commercial Area
- On the edge of the Central Retail and Commercial Area
- Within a District or Local Centre
- On the edge of a District or Local Centre
- An out-of-centre location accessible by a choice of means of transport.

7.190 PPW acknowledges that some types of retailing, for example selling bulky goods and requiring large showrooms, may not be able to find appropriate sites or buildings within existing retail and commercial centres. Where this is the case, such stores should in the first instance be located on sites identified for such purpose in the development plan, preferably on an edge of centre sites. Where such sites are not available or suitable, other sites at the edge of retail and commercial centres, followed by out of centre locations may be considered subject to the application of the needs and impact tests.

7.191 The impact of retail development outside designated centres will be assessed in terms of both the direct impact on the vitality, viability, and attractiveness of the proposal on designated centres and the impact on the retail strategy itself. All proposals for out of centre retail and complementary commercial uses that satisfy the tests of retail need, and the sequential approach must demonstrate that they would not harm designated centres or the retail strategy, either, or in conjunction with other recent developments of unimplemented permissions.

7.192 Retail Impact Statements will be required for all retail planning applications of 2,500sq meters or more gross floorspace that are proposed on the edge of our outside designated centres once a need has been identified. Due to the sensitivity of district and local centres to harmful impacts even from relatively small proposals, development within the catchment areas of these centres will require a proportional retail impact assessment or statement. These will be assessed on a case-by-case basis and developers should seek pre - application advice for more information about specific requirements relating to the precise location, scale and form of development proposed.

7.193 Where permission is granted for out-of-centre retail developments, or in some cases, edge-of-centre development, conditions will be attached to control the scale and nature of the retail activity to minimise any potential impact on designated centres or the retail strategy.

7.194 Contributions will be negotiated from out of centre retail developments towards environmental improvement in the nearest designated centre to mitigate adverse impact, in line with the Planning Obligations policy.

7.195 The Council monitors the vitality, viability, and attractiveness of designated centres. All applications for out-of-centre retailing will be expected to examine the health of centres most likely to be affected and their likely impact.

## R7: THE CREATION OF NEW CENTRES

**The development of new centres to provide services, facilities and a community focus in areas of growth and regeneration proposing residential development will be assessed against Policy R6: retail development (out of centre) and will be supported where:**

- The development is of an appropriate scale which satisfies an identified local need;**
- The development will not negatively impact on the vitality, viability and attractiveness of designated centres;**
- The development is located along public transport corridors and easily accessible by walking and cycling; and**
- The development forms part of a planned centre which reinforces a sense of place.**

7.196 The development of new centres may be appropriate where they are needed to provide: retail, services, community facilities and a community focus within areas of growth and regeneration proposing residential development. Such facilities often include a range of smaller shops, serving the local catchment, including smaller supermarkets and food and drink outlets, together with services, community facilities and local job opportunities.

7.197 The provision of future centres within areas of growth and regeneration should not negatively impact on the vitality, viability, and attractiveness of existing centres and therefore proposals for new centres will be assessed against Policy R6. Planning proposals should demonstrate that these areas are the most appropriate for new centres regarding amenity, transport and design and layout.

## R8: FOOD AND DRINK USES

**Food and Drink Uses are most appropriately located in:**

- The City Centre (Central Business Area)**
- The inner harbour/waterfront area of Cardiff Bay (Bay Business Area)**
- District and Local Centres**

7.198 Subject to amenity considerations, highway matters, crime, and fear of crime considerations, and where they do not cause unacceptable harm to the shopping role and character of designated centres. Food and drink uses are unlikely to be acceptable within or adjacent to residential areas, where they would cause nuisance and loss of amenity, or result in the loss of a residential property.

7.199 Food and drink use, including restaurants and hot food take-aways, are better located in designated centres where they can complement and enhance the existing shopping role, increase footfall and are accessible by public transport. Such uses are better located in designated centres than residential areas because of the impact they can have in terms of vehicular and pedestrian traffic, noise, fumes, litter, and late-night disturbance. The Central and Bay Business Areas, and District Centres are more likely to be able to satisfactorily accommodate A3 uses without causing unacceptable harm, due to their size and character. However, concentrations of such uses in centres can cause harm, either to residential amenity within or adjoining the centre, or to the predominant shopping role and character of the centre and its vitality, attractiveness, and viability.

7.200 Food and drink uses are acceptable in principle, within the City Centre. It is recognised that such uses can contribute to the range and choice of facilities available to visitors, employees, and residents, promote the evening economy, increase dwell time, and may also support tourism. However, new A3 proposals at ground and upper floor level will need to be assessed against Policy R3 Protected Shopping Frontages. This Policy is intended to ensure that food and drink uses as well as other non-shopping uses, do not harm the shopping role, character, and vitality of the City Centre.

7.201 Food and drink uses are also complementary, in principle, to the main shopping role of District and Local Centres, so long as they do not adversely affect the living environment of nearby residents, or with other non-shopping uses, reach such a level that they undermine the shopping character of the area in accordance with Policies R4 District Centres and R5 Local Centres.

7.202 Local Centres and smaller neighbourhood centres are generally more residential in nature, and do not have the scale or variety of retail and non-retail uses of larger centres. Therefore, A3 proposals may be more difficult to accommodate, and are less likely to be acceptable on amenity grounds (e.g. potential noise and disturbance, anti-social behaviour and litter associated with this type of development proposal). Consequently, more emphasis will be placed on protecting residential amenity within these centres through restricting closing times and the type of A3 premises.

7.203 Outside District and Local Centres and the Central and Bay Business Areas proposals for A3 uses are unlikely to be acceptable in, or adjacent to, predominantly residential areas because of their impact on residential amenity and potential to cause nuisance from noise and odour.

7.204 Food and drink proposals within existing employment areas will be considered against Policy EC4 Provision of Complementary Facilities for Employees in Business, Industrial and Warehousing Development.

7.205 Further guidance on the application of this Policy will be set out in the Food and Drink Uses SPG.

#### R9: CONVERSION TO RESIDENTIAL

**Within the Central and Bay Business Area, District and Local Centres, the conversion of suitable vacant space above commercial premises to residential use will be favoured where:**

- i. **The ground floor frontage is retained in commercial use;**
- ii. **Adequate servicing and security can be maintained to the existing commercial use(s);**
- iii. **Appropriate provision can be made for parking, access, pedestrian access, amenity space, green infrastructure and refuse disposal together with any appropriate external alterations and;**
- iv. **The residential use does not compromise the ground floor use and result in unacceptable impact on the operating conditions of existing businesses.**

7.206 The conversion of empty space above shops to residential use provides a valuable contribution to the city's housing stock and provides much needed homes. It also positively contributes to the creation of vibrant, mixed-use communities where people live and shop. Centres remain busy and populated beyond business hours, increasing surveillance, and providing a market for ancillary uses associated with the night-time economy.

7.207 New homes are vulnerable to existing sources of pollution such as noise. Existing businesses, venues, and facilities should not have unreasonable restrictions placed on them because of development permitted after they were established. The responsibility for addressing the impact of noise is on the new development in accord with the 'agent of change' principle. Where new developments are proposed close to existing noise-generating uses, such as music and nighttime economy venues, developments must be designed to protect the new occupiers from noise impacts so that the existing use is not threatened.

7.208 Parts of the Central Business Area, including St Mary Street and High Street have high concentrations of noise generating uses, including music venues, bars, clubs, and other night-time economy venues where there would be exceptional late-night noise and disturbance. In such locations residential uses may be less able to be satisfactorily accommodated at upper floors and are therefore less likely to be supported where such impacts could not be adequately mitigated by conditions such as requiring higher standards of soundproofing than would normally be necessary.

7.209 The conversion to residential will be assessed with regard to the amenity and space standards outlined in Policy H4: Conversion to Flats



## 2) FAIRER

### Community Facilities and Safety

#### C1: COMMUNITY FACILITIES

Within the settlement boundary proposals for new and improved community facilities, health and religious facilities will be encouraged, subject to the following criteria being satisfied:

- i. **The facility would be readily accessible to the local community it is intended to serve by public transport, walking and cycling;**
- ii. **The facility would not unduly prejudice the amenities of neighbouring and nearby residential occupiers;**
- iii. **The facility would not detract from the character and appearance of a property or the locality;**
- iv. **The facility will not lead to unacceptable parking or traffic problems;**
- v. **The facility is designed with the greatest possible flexibility and adaptability to accommodate additional community uses without compromising its primary intended use.**

7.210 For this Policy, community facilities are defined as non-commercial facilities used by local communities for leisure, social, health, education and religious purposes. This includes community centres and meeting places, community halls, community learning, leisure centres, libraries, youth centres and religious facilities. Health facilities would include doctors and dentist's surgeries which serve the local community.

7.211 Other uses of a commercial nature within the D1/D2 use class should be located within the Central and Bay Business Areas, and in District and Local centres of an appropriate scale to the role and function of the centre.

7.212 If development occurs without consideration being given to the adequacy of existing community facilities, this can place a strain on existing facilities, to the detriment of the local community. As a result, there is a need to ensure that adequate local facilities are provided to meet the future demands of local communities.

7.213 The provision of community facilities should go hand in hand and be integrated with new development. Providing a range of community facilities that are accessible to as many people as possible is fundamental in terms of securing sustainable communities. Such facilities are valuable not only in terms of the amenity they provide but are also important in generating employment and attracting people to live within an area. Whilst it is recognised that there are many competing needs for the development and use of land, the Council is committed to ensuring that there are adequate facilities to serve residents of both existing and future strategic sites or development in accord with SP3: Ensuring a Masterplanning Approach, SP4: Securing Good Quality and Sustainable Design, SP5: Securing New Infrastructure and SP6: Securing Planning Obligations.

7.214 Community facilities, health uses, and religious facilities will be favoured within District or Local Centres where appropriate, however, where such uses cannot be satisfactorily accommodated within centres, proposals on the edge of centres or within residential areas (to include the conversion or redevelopment of existing residential premises) will be favourably considered if issues of residential amenity, design and transportation are appropriately addressed. Furthermore, if the residential area falls within a Conservation Area, the proposed development should not detract from its character, nor should it have any negative impact on the built heritage assets (Policy SP13: Protecting and Enhancing Built Heritage and Culture). Where on-site community facilities are to be provided, it should be assessed/ determined by the Council if they can be delivered along with any affordable housing and/or health provision, as part of one 'multi-functional' building.

#### C2: PROTECTION OF COMMUNITY FACILITIES

**Proposals that result in the loss or change of use of buildings and premises currently or last used for community facilities, including 'corner shops', public houses and/or non-commercial community facilities, including libraries, community centres, health and religious facilities will only be supported where:**

- i. **An alternative facility of at least equal quality and scale to meet community needs is available or will be provided within the vicinity or;**
- ii. **The use is no longer viable and all attempts to let or sell the business have proved unsuccessful; or**

- iii. **It can be demonstrated that the existing provision is surplus to the needs of the community and it does not play a part in supporting the educational, cultural or sporting opportunities available to pupils of schools in the area.**
- iv. **The community facility can be fully retained, enhanced, or reinstated as part of any redevelopment of the building or land.**

7.215 Existing community facilities are widely available throughout the city. Ensuring adequate provision is maintained is important to encourage social interaction, improve health and wellbeing, reduce inequalities between different communities, reduce the need to travel and help sustain local communities. The retention of existing facilities will therefore be sought unless it can be demonstrated that the above criteria are met.

7.216 Whilst this policy will apply to both commercial and non-commercial uses which provide a social or welfare benefit to the community, community land and buildings are of particular importance. This includes land and buildings that are managed and used primarily by the voluntary and community sector for community-led activities.

7.217 To satisfy criterion ii and iii of the policy it will be necessary to demonstrate that continued use as a community facility is no longer viable. Evidence will be required to demonstrate that the property has been permanently vacant or vacant for an extended period and that it has been marketed at a reasonable price or rent for 12 months and that there is no realistic interest in its retention for the current use or for an alternative community use.



7.218 Where it is demonstrated that an existing community use is not viable, preference will be given to the change of use or redevelopment to alternative community uses before other uses are considered. Proposals for development which involve the unavoidable loss of community facilities for which there is a proven demand will be required to consider the scope for relocating or re-providing the facility either within the new development or on an alternative site within the locality and to make such provision where feasible and practicable.

7.219 No policy can require a pub or corner shop to be kept open if there is no realistic prospect of its continuing as a going concern. However, where pubs and corner shops have a wider role in supporting the community particularly outside of designated centres where they are more sparsely distributed, their loss may have a disproportionate impact, and substantive evidence to justify their loss is required.

### **C3: COMMUNITY SAFETY/CREATING SAFE ENVIRONMENTS**

**All new development and redevelopment shall be designed to promote a safe and secure environment and minimise the opportunity for crime. In particular development shall:**

- i. **Maximise natural surveillance of areas which may be vulnerable to crime such as publicly accessible spaces, open space, car parking areas, public transport stops and footpaths;**
- ii. **Have well defined routes, spaces and entrances that provide convenient movement without compromising security;**
- iii. **Maintain perceptible distinction between public and private spaces through well-defined boundaries and defensible space;**

- iv. **Provide a good standard of lighting to public spaces, public transport stops and routes while minimising energy use and light pollution; and**
- v. **Be designed with management and maintenance in mind, to discourage crime in the present and future.**

7.220 The aim of this Policy is to achieve a uniform and consistent standard of security through considerate design without compromising the character or attractiveness of the local area. Incorporating security considerations into the design of new developments and redevelopments will enable natural surveillance and create a sense of ownership and responsibility.

7.221 Designing out crime contributes to Policy SP4 Securing Good Quality and Sustainable Design. Further detailed information relating to the objectives of Policy C3 can be found at [www.securedbydesign.com](http://www.securedbydesign.com)

7.222 The Council has responsibility under section 17 of the Crime and Disorder Act (1998) to take account of the need to deter and prevent crime in carrying out all its responsibilities, which include planning. Used sensitively, the planning system can be influential in producing active, well managed environments that help to discourage crime and disorder by encouraging developers to adopt designs for new development that take the security of people and property into account. Developments should be encouraged to incorporate the principles and practices of the 'Secured by Design' Award Scheme, and reflect both the safety of people and the security of property.

7.223 Any design solution or security measures should remain sensitive to local circumstances and their degree and application should reflect the characters and amenity of the area. There should be a balanced approach to design which attempts to reconcile the visual quality of a development with the needs of crime prevention. Developments can be made secure without resorting to razor wire, grilles, bars, unsightly types of fencing and other visually intrusive security measures, if safety and security is considered at an early stage of the design process.

7.224 Prior to submitting detailed proposals, developers are encouraged to seek advice by engaging in pre-application discussions with the South Wales Police Crime Prevention Design Officer on designing out crime, and any recommendations received should be taken into consideration in relation to the development proposal. Where there are other significant interests (for example, the setting of Listed Buildings) a balanced compromise must be agreed. Developers are further encouraged to submit statements in conjunction with planning applications that emphasise and clearly demonstrate the proposed measures taken to design out crime.

7.225 In appropriate cases, where crime prevention or the fear of crime is considered material to a proposed development the Council may consider imposing community safety conditions or seek developer contributions via legal agreements for crime prevention through environmental design (CPTED), community safety initiatives, improved street lighting, alley gating, provision of CCTV, landscaping improvements or other necessary security measures. This is in accordance with Policy SP6.

7.226 Terrorist attacks within the UK have become a distinct possibility in recent years, posing a real and serious threat. Measures to mitigate against the occurrence and effects of terrorism attacks should be designed in from the outset of a development proposal. New and refurbished developments, including streetscapes and public spaces, should incorporate elements that deter terrorists, maximise the probability of their detection, and delay/disrupt their activity until an appropriate response can be deployed. Consideration should be given to physical design and choice of materials, vehicular stand off and access.

7.227 These measures must be balanced with good design principles to ensure against the creation of a "fortress" appearance. It is recommended that where major development is proposed within a place defined by the Home Office as " Venues and Public Spaces (Crowded place)", the design statement accompanying the application should set out the measures undertaken to meet these principles.

7.228 By drawing upon current Counter Terrorism principles, The Designing Out Crime Officers and Counter Terrorism Security Advisors should be consulted to ensure major developments contain appropriate design solutions, which mitigate the potential level of risk whilst ensuring the quality of places. In addition design solutions should consider Violence Against Women and Girls and how the built environment can impact on this.

#### C4: PLANNING FOR SCHOOLS

**Where a need has been identified for new and/or improved school facilities as a result of development, the Council will seek contributions towards the cost of additional education provision. Negotiated contributions will be fairly and reasonably related in scale and kind to the proposed development. Where appropriate on site provision will be required.**

**Development of nursery, primary, secondary and sixth form education should:**

- i. **Be well designed, well related to neighbourhood services and amenities, and easily accessible by sustainable transport modes;**
- ii. **Include, where appropriate, provision for other appropriate community uses in addition to their educational use; and**
- iii. **Have regard to the Council's requirement/strategy to provide adequate education facilities to cater for the planned growth in the proportion of the City's children and young people able to speak Welsh.**

7.229 The Council has a statutory duty as local education authority to ensure that there is a sufficient number and variety of school places at primary and secondary level, available to meet the needs of the population of the County.

7.230 In addition to this overall statutory duty, the Council seeks to ensure that all young people, from each and every community across Cardiff have the opportunity to speak Welsh, to be proud of their identity and able to celebrate and enjoy both languages in their daily lives and to increase the number of people of all ages becoming fluent in both Welsh and English.

7.231 The main relevant principles and context to the consideration of new development and the Welsh language are

- Cardiff is an area of linguistic importance for the Welsh Language.
- To apply the principles of the '15-minute neighbourhoods' to ensure that all learners have access to Welsh-medium education within a reasonable distance of their homes.
- Seek to establish at least 50% of new school places provision on Local Development Plan sites as Welsh-medium.
- In relation to major housing led brownfield regeneration sites (Policies H2.1, H2.2, H2.4, H2.5 and H2.6), seek through planning obligations to enhance existing Welsh Medium provision within the immediate locality/relevant catchment area and/or contribute to new Welsh Medium provision. When warranted by scale of development, (in line with approach on greenfield sites), seek to establish at least 50% of any new school provision on brownfield sites as Welsh-medium.
- To facilitate the growth of Welsh medium education the Council aims to maintain city wide capacity in the Welsh-medium sector at 10% over the projected intake

7.232 The Council's ambition, as expressed in its Welsh in Education Strategic Plan 2022 – 32 is to increase the provision and take up of Welsh-medium nursery education places for three-year-olds from 18.5% in 2021-22 to 30% by 2031-32 and the provision and take up of Welsh-medium Reception places for five-year-olds from 19% in 2021-22 to 30% by 2031-32.

Ensuring sustainable growth of Welsh-medium places and achieving an increase in demand in the context of changes in the distribution of that demand but falling birth rates will require detailed and informed planning. Part of the solution requires major new developments to make contributions to facilitate and manage that change in demand.

7.233 The Council will seek financial contributions (See Policy SP6 Planning Obligations), towards the cost of providing additional or improved primary and/or secondary school facilities from developers proposing housing developments that would generate a requirement for school places that cannot be reasonably met by existing schools because:

- the capacity at the school(s) in whose catchment area (s) new housing development are proposed would as a result of the development be exceeded by demand; and/or
- there is a surplus capacity in such schools to accommodate some or all of the projected number of pupils generated from the proposed development, but investment is required to make it suitable.

7.234 The Council will also seek the provision of land and/or premises, depending on scale and location of development. Please refer to Key Policy SP5 New Infrastructure.

7.235 There will also be a need to address school provision in catchment areas where there is little or no existing capacity to accommodate the additional demand likely to arise from housing development on previously developed land (including strategic sites) or other in-fill sites. With limited exceptions financial contributions

will be sought from developers towards the provision of new classroom accommodation, in accordance with the needs which arise from the proposed development.

7.236 In the event of the Council being allocated developer contributions to expand existing provision, the phasing of contributions over the period of construction will need to be in line with those set out in SPG, and will require careful consideration to ensure that the supply of school places is aligned with the construction process and occupancy of dwellings. Monitoring of take-up of school places will be a key consideration in order to inform existing and future needs.

7.237 Opportunities should be taken to share school buildings and facilities, or co-locate on shared sites with other Council Service areas and selected external services. This would serve to maximise the use of the land and provide an integrated citizen focused resource for the whole community. Opportunities for shared facilities could include libraries, community centres, leisure centres, indoor recreation facilities, play centres, adult education facilities, integrated childcare facilities, adjoining natural habitat, health care facilities.

7.238 Dependant on geographical constraints, opportunities should be taken to explore shared school facilities/playing fields with other schools (e.g. a Primary and Secondary School sharing fields) or continuous ages 3-19 school provision.

7.239 Further guidance on the application of this Policy will be set out in SPG.

## Heritage and the Historic Environment

### HE1: THE HISTORIC ENVIRONMENT

#### Safeguarding Cardiff's Heritage Assets

1. Development that has an impact on a heritage asset will be expected to preserve or enhance its significance and/or setting, and make a positive contribution to its character or appearance.
2. Applications which affect the significance of any heritage asset will be required to provide sufficient information to demonstrate how proposals would contribute to the asset's conservation. This will be set out in a Heritage Impact Statement, following best-practice guidance within Cadw's Heritage Impact Assessment in Wales.
3. Substantial weight will be given to the conservation of the city's heritage assets. Any harm to the significance of a designated or non-designated heritage asset must be justified. Proposals will be weighed against the public benefits of the proposal: whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset, and whether the works proposed are the minimum required to secure the long-term beneficial use of the asset.
4. If harm can be fully justified, the Council will, where relevant, require appropriate archaeological excavation and/or historic

building recording, to include analysis and publication of the results.

5. In addition, the following will apply to specific asset types as listed below:

#### i. Archaeology and Scheduled Monuments

The Historic Environment Record (HER) will be used to inform the consideration of future development, including potential conservation and enhancement measures. Scheduled monuments and other non-designated archaeological sites of equivalent significance should be preserved in situ.

Within Archaeologically Sensitive Areas, undertaking a desk-based assessment or field evaluation may be required prior to submitting a planning application.

#### ii. Listed Buildings

Development will sustain or enhance the significance of listed buildings. Appropriate repair and reuse of listed buildings will be encouraged. Alterations, extensions, changes of use, or development in their vicinity will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings.

#### iii. Conservation Areas

Development within or adjacent to a conservation area will only be permitted if it would preserve or enhance the character and appearance of the conservation area, or its setting. All development in such locations must

also be of a high standard of design, must respond to the area's special characteristics, and must pay particular regard to:

- a) The retention or exact replacement of important features as outlined within Conservation Area Appraisals, particularly timber windows and doors, roof form and detailing, and landscaped front gardens.
- b) Important views, vistas, street scenes, roofscapes, trees, open spaces, gaps, and other features that contribute to the character or appearance of the conservation area.
- c) The retention of historically significant boundaries or other elements that contribute to the established form of development.
- d) The relationship to existing buildings and spaces, and pattern of development.
- e) Scale, height and massing, architectural design and detailing, the use of materials, boundary treatment, and public realm materials.
- f) The retention and reinstatement of traditional shop fronts and signage.

#### iv. Registered Historic Landscapes, Parks and Gardens

Development will be expected to respect the design, character, appearance and settings of Registered Historic Landscapes, Parks and Gardens,

and to safeguard those features which contribute to their integrity and coherence.

#### v. Locally Listed Buildings

Development affecting a locally listed building, or its setting, will only be permitted where it can be demonstrated that it preserves or enhances its architectural quality, historic and cultural significance, character, and integrity.

Article 4 Directions will be issued to remove permitted development rights relating to demolition. There will be a general presumption in favour of retaining locally listed buildings, and applications proposing their demolition will be assessed against the same broad criteria as proposals to demolish listed buildings (see Planning Policy Wales Technical Advice Note 24: The Historic Environment).

#### vi. Non-designated Heritage Assets

Proposals affecting heritage assets that lack a specific designation, such as unscheduled archaeology, unlisted structures and local parks and gardens, will be expected to preserve their contribution to local character.

7.240 This Policy aims to set out the criteria against which proposals affecting Cardiff's heritage assets will be assessed. The Heritage assets identified in this Policy are defined on the Constraints Map with the exception of Cadw Listed Buildings and Locally Listed Buildings of Merit which can be viewed via [www.cardiff.gov.uk/conservation](http://www.cardiff.gov.uk/conservation).



### Scheduled Monuments

7.241 Works that would directly affect a scheduled monument require the prior consent of the Welsh Ministers (Cadw). This is in addition to any planning permission required for development. PPW Chapter 6 and Technical Advice Note (TAN) 24: The Historic Environment set out clear statements of national development management policy for archaeological remains and should be referred to accordingly.

### Listed Buildings

7.242 Once a building is listed, any work that would affect the special architectural or historic interest of the building will require Listed Building Consent (LBC). This applies to the interiors or exteriors of the building, or to structures within its curtilage. This can also include work that would not require planning permission under the provisions of the Planning Acts.

7.243 Listed building control is subject to the provisions of the Historic Environment (Wales) Act 2023 and the advice set out in TAN24. There is no statutory requirement to have regard to the provisions of the development plan when considering an application for listed building consent. It is strongly recommended that owners or developers seek early advice from the Council prior to undertaking any works - or making any application - for listed building consent. All LBC works will require explanation and justification as to why they are desirable or necessary, in the form of a Heritage Impact Statement. Where works involve significant changes or alterations, proposals should be designed and specified in response to assessments prepared by a suitably experienced heritage advisor, as the impact upon the significance of the asset must be fully understood and explained.

7.244 Policy HE1 is particularly relevant in the case of development that affects the setting of a listed building or in the consideration of an associated planning application for a change of use.

7.245 Listed building consent is not required if development is proposed beyond the curtilage of the listed building and only affects its setting. However, considerable damage can be done to the architectural or historic interest of the listed building if such a development is insensitive in design, scale or positioning. The setting of a listed building is often an essential feature of its character, defining the way in which it is experienced within its context. Although views to and from a historic asset are often the most obvious factors, impacts can include less tangible elements such as function, sensory perceptions or historical, artistic, literary and scenic associations. Their setting may be limited to the immediate surroundings, but it can extend for a considerable distance. A proposed development might affect the gardens or parkland of a major house, the rural characteristics of a farmstead or the street setting of an urban building that forms an important visual element of that street. Policy HE1 requires that development proposals take full account of the setting of any listed building in the vicinity and that developers demonstrate that the setting will not be harmed.

7.246 Where planning applications are made for changes of use of a listed building, the Council will expect applicants to demonstrate how their proposals have been arrived at within the context of the PPW aim to identify an optimum viable use that is compatible with the character and setting of the listed building.

### Conservation Areas

7.247 A series of Conservation Area Appraisals (CAA – found at [www.cardiff.gov.uk/conservation](http://www.cardiff.gov.uk/conservation)) are in place to provide a sound basis for managing development proposals, and for progressing initiatives to preserve and enhance each conservation area, in line with advice in PPW and TAN24. Adopted following extensive local consultation, the CAAs describe the special character and historic interest of each area, and provide information about the controls in place.

7.248 The findings of the CAAs need to be fully taken into account when developing proposals and considering impacts. Where a Design and Access Statement is required, this should clearly explain how the development preserves or enhances the conservation area. It is recommended that discretionary pre-application advice requests are made relating to demolition or development within a conservation area.

7.249 Specific controls relating to dwellinghouses exist within all conservation areas in Wales, with additional, area-specific Article 4 directions further restricting many minor alterations that would normally represent permitted development. These are detailed at [www.cardiff.gov.uk/conservation](http://www.cardiff.gov.uk/conservation). Such controls restrict works to many features of interest, including chimneys, roofs, hardstandings, boundary walls and can include painting.

7.250 Windows and doors often make a significant contribution to the character of a conservation area. Original windows (or close copies of) should be retained and repaired where possible. To meet the statutory requirement to preserve or enhance, new windows should accurately reflect the materials,

style, proportions and opening methods of those originally fitted to the property. The proposed replacement of original / traditional timber sliding sash or early casement windows with uPVC or aluminium versions will not generally be supported. Original timber doors and frames should be retained. Replacement with GRP, UPVC or composite doors will not generally be supported. Etched, textured, 'rolled patterned' or stained-glass door panels and porch details should be retained.

### Archaeologically Sensitive Areas

7.251 Four Archaeologically Sensitive Areas have been identified in Cardiff. The purpose of this non-statutory designation is to assist those who are planning development in areas where there is a known archaeological resource, or where it is likely that remains may be sensitive to development pressures. The Archaeology and Archaeologically Sensitive Areas SPG provides further guidance and information.

### Registered Historic Landscapes, Parks and Gardens

7.252 Registered parks and gardens must be fully considered when development proposals are made that either affect them directly or affect their setting. Cadw are a statutory consultee for planning applications which affect registered historic parks and gardens, or their settings.

7.253 The Wentloog Levels (partially in Cardiff) are on Cadw's advisory Register of Historic Landscapes in Wales. This designation seeks to recognise the value of historic landscapes and to raise awareness of their importance. This non-statutory designation provides information to help ensure that the historic character of the landscape is sustained, and that where change is contemplated, it is well-informed.

### Locally Listed Buildings of Architectural or Historic Interest and non-designated Heritage Assets

7.254 Many buildings, structures and archaeological remains which do not meet the very special criteria to merit scheduling or inclusion on the statutory national list are nevertheless of value to the identity of the city, for their contribution to local built character and/or social and historical associations.

7.255 Heritage and culture are important social aspects which contribute towards creating places where people want to live and work. Historic assets can create focal points and are useful in identifying those vernacular characteristics of an area that create distinctive places. Restoration and re-use are also basic principles of sustainable development. Standing buildings represent an investment of material, embodied energy, and embodied carbon, which should not be ignored. Their removal, disposal and subsequent site works require further outlay of energy and carbon, and create waste.

7.256 These assets may be noted within the Council's list of buildings of local merit, embodied in the unscheduled archaeological record maintained by the Glamorgan Gwent Archaeological Trust, or may not yet be registered or listed, but may still be worthy of retention for their contribution to local character or identity.

7.257 The Local List of Buildings of Architectural or Historic Interest will be reviewed during the plan period. Whilst inclusion on the local list does not currently afford any additional automatic protection to the buildings, it is

the intention of Policy ENg to ensure that full consideration is given to the preservation of such buildings, as part of the protection and enhancement of the special identity of Cardiff. To enable change to be appropriately considered and managed within the development management process, Article 4 directions will be made to remove normal permitted development rights relating to demolition or alterations, where considered appropriate.

## Health, Wellbeing and Food Sustainability

### HF1: HEALTH, WELLBEING AND DEVELOPMENT

The Council will support developments that:

- Provide and promote infrastructure that prioritises walking and inclusive cycling and access to public transport.**
- Provide and promote road safety measures to reduce vehicle speed.**
- Provide accessible and well-maintained green infrastructure, open green spaces and blue spaces.**
- Provide a food growing and food retail environment that enhances access to healthy food choices.**
- Provide local facilities that enable access to community, healthcare and social care services.**
- Consider the capacity of existing healthcare facilities and help provide additional facilities where a need is identified.**

vii. **Ensure low levels of air pollution.**

viii. **Deliver a range of homes, according to population need, that are warm, naturally lit and well-ventilated and have adequate kitchen facilities, cycle storage and access to outdoor spaces.**

ix. **Are supported by a Health Impact Assessment for major developments where appropriate.**

**Developments that are considered to have an unacceptable impact on health and wellbeing will not be permitted.**

7.258 This Policy recognises the impact of the built and natural environment on health and wellbeing, on the wider determinants of health and health inequalities. The Plan aims to deliver development which supports the creation of healthy communities, reduces inequalities, and addresses causes of ill health.

7.259 It is accepted that the causes of poor health and wellbeing are multi-faceted and complex, with some issues falling outside the direct control of land use planning policies. However, this LDP understands that the built and natural environment and the activities undertaken within these, can support physical and mental well-being. The aim is to carefully manage and influence development in a positive way that creates well designed and considered places which improves health and well-being

and addresses health inequalities.

7.260 National Planning Policy recognises that the planning system has a vital role to play in improving the mental and physical health of the population by seeking to ensure that health and wellbeing are considered in the design of developments, and in planning applications. PPW states that health can be a material consideration in determining planning applications for new developments.

7.261 This policy accords with the aim of PPW in delivering sustainable development by ensuring that health and wellbeing is considered in new developments and assists a number of PPW objectives regarding active travel and access to key community facilities. It also helps deliver a number of wellbeing goals in the Well-being of Future Generations (Wales) Act 2015, and objectives within the Cardiff Local Wellbeing Plan and the Socio-economic Duty.

7.262 It reflects the fact that 'the planning system must consider the impacts of new development on existing communities and maximise health protection and well-being and safeguard amenity' (PPW 3.21). Adverse health impacts must be minimised, and positive health impacts included in developments. The Council requires applicants to consider the potential impact on health and wellbeing of development; address any adverse impacts; and support positive population health and wellbeing; the Council will consider this in the determination of applications.

7.263 This policy expects developers to engage in pre-application discussions with the Cardiff & Vale University Health Board to determine the need for healthcare facilities in the development.

7.264 For residential developments of 100 or more units, non-residential developments of 10,000 m<sup>2</sup> and for other developments where there is likely to be a significant impact on health and wellbeing a Health Impact Assessment will be required. Where significant impacts are identified, measures to mitigate potential adverse impacts and enhance positive impacts of the development will be provided and/or secured by planning obligations. Health Impact Assessment (HIA) is a structured process that uses evidence, data and intelligence from a range of sources to assess the health impacts of new developments on people who will live in, work in or use them.

7.265 A healthy food retail environment includes local access to healthy food from shops, supermarkets, markets, cafes, restaurants and takeaways. Research indicates that having access to healthy, affordable food improves healthier food purchasing behaviour and healthier eating attitudes. However, in general, hot food takeaways provide high fat, energy dense foods and increased access to unhealthier food options is associated with increased weight status in the population. Adult and childhood obesity rates are increasingly having significant health and economic consequences; and children in more deprived areas are more likely to be obese than those in less deprived areas. Evidence demonstrates that higher numbers of hot food takeaways are found in more deprived areas, and therefore cumulative impacts can be seen, in addition to health impacts, such as parking and residential amenity issues.

7.266 Planning Policy Wales recognises that food and drink uses can add benefit to commercial and retail centres, but that a balance of use and activity should be achieved through planning controls.

7.267 This policy recognises the importance of a food retail environment that enhances access to healthy food choices. Proposals for takeaway outlets providing high fat, energy dense foods, should be assessed against development plan policies on their contribution to diversification within an area, and their potential for creating a cumulative impact in terms of health and residential amenity. The council will publish further Supplementary Planning Guidance to aid developers in meeting the requirements of this policy.

7.268 Local food growing opportunities enhance access to healthy food, increase levels of physical activity, and encourage and enable social connectivity, all of which improve physical and mental health and wellbeing. Policy HF2 relates to the formal provision of allotments in new development, while HF3 requires the provision of on-site food growing opportunities.

## HF2: THE PROVISION OF ALLOTMENTS

**Residential development will be expected to contribute one statutory allotment plot of 250m<sup>2</sup> for every 45 dwellings it creates.**

**Where it is not practicable to make provision on site, off-site provision or a financial contribution to support the improvement or rehabilitation of other allotment sites will be acceptable.**

7.269 This policy sets out the requirement for new large developments to provide allotment space for residents and the wider protection and retention of these sites as valuable community and green infrastructure assets.

7.270 To support creating a sustainable food system, this policy will require the provision of allotment space from all new large developments so as to expand the city's network of invaluable green infrastructure, reduce waiting lists, and provide opportunities for residents to become involved in food growing. In addition, it will ensure that all existing allotments, including those not owned or operated by the council, receive the recognition they deserve and are secured from future development.

7.271 Allotments provide opportunities for local food growing and greater access to healthier food, outdoor activity conducive to a healthy lifestyle, and increase local biodiversity through the cultivation of land and the retention of green space. They form a vital component of the city's green infrastructure network as well as providing a key community asset.

7.272 The requirement for large developments to contribute to the provision of allotments and the council's goal of protecting existing allotments and food growing land use is consistent with PPW which encourages local development plans to promote and ensure access to safe and accessible green infrastructure, healthier food, and allotments.

7.273 Allotments are a valuable component of Cardiff's green infrastructure network and provide residents with opportunities to grow their own food and contribute towards making our food system more sustainable. At present, Cardiff has large waiting lists for many of its allotment sites, evidencing the clear unmet demand that this Policy will help to meet.

7.274 In order to help address this waiting list it is expected that new development provides one statutory allotment plot (250m<sup>2</sup>) for every 45 dwellings. Larger developments will be expected to provide proportionately more allotment space in line with this metric.

7.275 An allotment plot should as a minimum:

- Be on a level site where possible with good potential growing conditions with regard to good soil condition, orientation, overshadowing and drainage.
- Have good accessible location, vehicular access, secure fencing and gates, haulage ways and adequate mains water provision.
- Be free from excessive gradients, contaminants, invasive weed species, restrictions such as presence of major utilities and nature conservation designations.

7.276 Where on-site provision is not practicable, off-site provision will be acceptable.



7.277 Off-site provision will ideally be sought through financial contribution for the rehabilitation of disused plots, expansion of existing allotment sites/conversion of other agricultural type holdings, or the subdivision and improvement of existing plots. The contribution will also be used to provide or upgrade site facilities.

### **HF3: PROVISION OF FOOD GROWING SPACE IN NEW DEVELOPMENTS**

**All new residential developments intended for permanent or long-term occupation are expected to provide suitable space for on-site food growing by residents.**

**New space for food growing as part of a development will be expected to:**

- i. **Be of an appropriate size and quality, with larger developments providing appropriately scaled food growing opportunities and/or planting.**
- ii. **Be appropriately designed to be safe, usable, accessible to all residents and integrated into the development site.**

7.278 Whilst policy HF2 sets out the requirement for large residential developments to make provision or a contribution to formal allotment provision this policy sets out the requirement for appropriate residential development to provide more informal on-site space for food growing by residents.

7.279 Domestic food growing has many benefits, including improving the sustainability of food production, increasing access to healthier food, providing opportunities for healthy outdoor activity, and enhancing the city's network of green infrastructure and biodiversity. Food

growing can also enable socialisation and learning of new skills, having a positive impact on health and wellbeing, particularly for vulnerable groups such as older persons and those with learning difficulties. Encouraging and enabling more residents to grow food is an integral component of transitioning the city to a more sustainable future, and one which can be incorporated into developments of any size.

7.280 This policy requires the consideration of suitable space for informal food growing in residential developments of all scales. The requirement for food growing space in new development is consistent with PPW which encourages local development plans to promote and ensure access to healthier food and to safe and accessible green infrastructure which helps to enable and support healthy lifestyles.

#### **Access to food growing for all residents of new developments**

7.281 The residents of all new developments intended for permanent or long-term occupation should be able to grow a proportion of their own food and receive the benefits to health and wellbeing associated with it, as well as contribute to the greater sustainability of the food system.

#### **Providing food growing space in new developments of all scales**

7.282 Providing informal food growing space or edible landscaping can be done easily and not necessarily at any greater cost to developers than more traditional landscaping or green space strategies. Developments should seek to create flexible space that is suitable for food growing which can be used as and when need or interest from residents arises.

7.283 The provision of informal food growing space may also be seen as a part of a development's wider green infrastructure, sustainable drainage and biodiversity considerations and can help to achieve requirements set out by other policies in the local plan if handled appropriately and in accordance with other policies.

7.284 The provision of informal food growing space can be achieved through a variety of means, such as:

- Edible landscaping including orchards and hedgerows.
- Vertical wall planters.
- Raised beds.
- Therapeutic gardens.
- Communal gardens.
- Rooftop gardens.
- Balconies with space for planting.
- Private gardens.

7.285 These are just some examples of how informal food growing space can be provided and developers are encouraged to pursue new and innovative ways to meet this requirement. There is a wealth of good practice examples available both within the UK and abroad and creative solutions to this policy requirement will be viewed positively when assessing applications.

#### **Practical considerations**

7.286 Wherever informal food growing space is included in a development consideration should be given to:

- The location of the site and how this might affect exposure to factors such as strong winds or roadway pollution. Rooftop planters

and balconies on tall buildings will likely be affected by winds more than other forms of development.

- The provision of adequate drainage for beds or planters.
- The quality and type of soil or growing medium most appropriate to the type of provision. For example, rooftop planters may require the use of a lighter weight medium.
- The presence and status of any land, water or soil contamination and measures to mitigate its impact. In areas of contaminated soil for example, raised planters may be required.
- That planters or beds are of a sufficient depth and size to enable food growing.
- If any associated storage space is required.
- The solar orientation, aspect and availability of light for the food growing provision and any potential sources of overshadowing.
- The provision of an adequate water supply proportionate to the scale/type of food growing space.
- Adequate access which is versatile and usable by all residents. Some forms of food growing space such as rooftop planters may require special consideration if heavy tools or materials need to be taken to the area.
- Where necessary, such as when utilising more specialised equipment or where food growing space may form part of communal areas, that an appropriate management regime is in place to ensure the continued usability and quality of any food growing provision.

7.287 This is not an exhaustive list of relevant considerations. The council will publish further Supplementary Planning Guidance to aid developers in meeting the requirements of this policy.

**HF4: FOOD GROWING ENTERPRISES AND ALLOTMENTS**

**Development that increases the availability of locally grown food will be supported where it is consistent with other policies within the plan.**

**Development which would result in the loss of active allotments, or which would have a harmful impact on their community food growing role will not be permitted.**

7.288 This policy sets out the importance of protecting existing food growing enterprises within the city from the effects that development may have on their ongoing viability. This is to help ensure that such sites remain in active use for local food production and are recognised as valuable assets contributing the city's transition to a sustainable future.

7.289 PPW expects local authorities to support the health and wellbeing of communities by, amongst other things, improving access to healthier food. Local agriculture and horticulture can support the creation of a sustainable food system by reducing food miles; providing green infrastructure assets and promoting biodiversity; promoting a fairer, localised food economy and providing jobs; as well as other benefits to health and wellbeing associated with access to healthier food and opportunities for outdoor activity.

7.290 This policy protects sites of existing food growing enterprises, both commercial and community oriented from development which may have an impact on it such that it becomes no longer viable. It aims to preserve these vital assets and safeguard them for the future.

7.291 This means that where new development would potentially impact a local food growing enterprise or allotment such that it is unable to feasibly continue its operations, it will not be permitted Potential impacts include:

- Overshadowing.
- Pollution, water or soil contamination.
- Noise.
- Site fragmentation.
- Activities inconsistent with agricultural use.
- Harmfully reducing the amount of land available for the agricultural use.

7.292 Should the operators of the affected use not wish to continue the operation of the enterprise, then the proposed development may be acceptable should it meet other policy requirements.

**Welsh Language**

**WL1: WELSH LANGUAGE**

**Where relevant, new development should promote, protect and strengthen the interests of the Welsh language and the city as an area of linguistic importance to support a Bilingual Cardiff by ensuring proposals:**

- i. **Contribute meaningfully to Welsh Government's Cymraeg 2050: A Million Welsh Speakers ambition.**
- ii. **Provide more opportunities to grow and retain young Welsh speakers in the city in**

**terms of housing, work and community (including education and training) facilities.**

- iii. **Provide opportunities for the increasing number of older Welsh speakers in the city so that there are more opportunities to speak Welsh at community level for all ages.**
- iv. **Consider bilingual development signage and relevant information such as marketing material and consider the use of Welsh in development naming practice.**
- v. **In the case of major developments on windfall sites new proposals should be supported by a Welsh Language Situation Statement to help identify existing trends and patterns and to enable consideration of any potential positive and adverse impacts on the language – and in particular to understand the proposal's impact on the future growth in the number of Welsh speakers and the growth in the use of the language and identify any mitigation/enhancement measures required. Where the Welsh Language Situation Statement leads to concerns by the Council about potential significant adverse impacts, the developer will be required to undertake a Welsh Language Impact Assessment of the proposal, together with the submission of an Action Plan to promote and increase the use of Welsh.**

**Where relevant, planning permission will be subject to conditions or agreements to ensure the promotion and/or mitigation measures agreed in the Action Plan to promote and increase use of Welsh are implemented effectively.**

**Number of Welsh Language Speakers**

7.293 Based on the 2021 Census, the city's Welsh speaker numbers need to increase 1,200 annually over the course of this plan (2021-36) to be able to successfully contribute to Welsh Government's Cymraeg 2050: A Million Welsh Speakers ambition. During the same time span the city's overall population is projected to grow by around 40,000 (See Edge Analytics' demographic report, Oct 2021, and further demographic information in the Welsh Language Background Technical Paper Number 10).

7.294 The Welsh language needs to be seen as welcoming and relevant to the city's newcomers, many coming here from abroad, and suitable programmes need to be in place to introduce them to the language. However, a substantial proportion of the increase in new Welsh speakers that we need is also expected to stem from the existing population (i.e. more people learning the language in nurseries, schools, workplaces and socially).

7.295 New housing and employment developments will be expected to contribute to this target, largely by aligning with Cardiff Council's WESP 2021-31 strategies to improve the language infrastructure in those areas by applying the principles of sustainable neighbourhoods to ensure that all learners have access to Welsh Medium pre-school provision and Welsh Medium statutory education within a reasonable distance of their homes.

### Opportunities to grow and retain the Welsh Language

7.296 To double the opportunities to speak the language on a daily basis, the Council and its partners, including developers, must support, promote and enhance opportunities in the city to speak Welsh by ensuring they have suitable policies and strategies in place along with successful and imaginative partnership work based on the aims of the current Bilingual Cardiff Strategy 2022-27 and subsequent iterations of it.

7.297 That could vary from taking an active part in the Bilingual Cardiff Forum as a business sector partner, having Welsh speaking opportunities in new developments' marketing offices or Welsh Language volunteering opportunities for school pupils to employing or sponsoring Welsh language tutors or community facilitators during the development period.

7.298 Development proposals must seek to secure opportunities where possible and appropriate to retain young Welsh speakers in the city in terms of housing, work and community facilities – or to attract them back to the city if they have left. Or similarly, to support local provision and opportunities for the increasing numbers of older speakers in the city aligning with the city of villages and sustainable neighbourhood philosophies. That requires an understanding at a city-wide level along with a more detailed understanding of the linguistic situation at the community level.

### Welsh Language Naming

7.299 Welsh names are expected by default on development proposals. Any signage (permanent or temporary) and relevant information is also expected to be bilingual.

These would include orientation signs, site/security signs, advertising/marketing boards and hoardings etc. General guideline on Bilingual Signs for businesses available from the Welsh Language Commissioner's website (Guidance ([welshlanguagecommissioner.wales](https://welshlanguagecommissioner.wales))) and advice also available from Bilingual Cardiff (Cardiff Council). This will then also be aligned with the Council's Street naming policy, the Bilingual Cardiff Strategy 2022-27 and with good practice in Wales in general.

7.300 Including Welsh in this way will promote the language and make a positive and visible contribution to the linguistic character of the area/capital, to a sense of place and facilitate opportunities to speak the language on a daily basis in the community.

### Welsh Language and Major Developments

7.301 Major development proposals must understand the specific nature and context of the Welsh language not only at the level of the capital itself but also within the specific areas where development is desired to take place. That will mean understanding the nature of the cross-section of speakers in the neighbourhood and those wishing to learn, relevant community groups, pre-school provision and the statutory education available in the area and the cumulative nature of any impacts that development may have, taking into account other relevant factors. Local neighbourhoods' participation in the Welsh language across the city must also be understood as well as how the nature of an area can vary during the day in a city like Cardiff in terms of commuting patterns and the changing opportunities to speak the language that comes with that.

7.302 Proposals are expected to identify positive measures that enhance the interests of the Welsh language, that increase the opportunities to speak the language on a daily basis as well as any mitigation measures in the case of significant adverse effects. Initial council data and information could be made available as part of the pre-planning advice service offered to developers. This could be supplemented by the prospective applicants' own information collating exercise. All the data and information gathered would form the basis for any statement/assessment/action plan subsequently required as part of the planning process.

7.303 Where the proposed development meets the minimum threshold and criteria for an Environmental Impact Assessment under Schedule 2.b.10 ii and iii (Urban Development) of The Town and Country Planning (Environmental Impact Assessment) (Wales) Regulations 2017 the Environmental Statement on the likely significant effects and impact on the baseline scenario and likely evolution of the population factors must include the likely effects on the opportunities on the use of the Welsh language. Welsh Government's Best Practice Guidance for Developers recommends that information and draft reports that form an Environmental Statement should be prepared in a timely manner and published for consultation as part of the pre-statutory pre-application process.

### Welsh Language Impact Assessments

7.304 In considering the planning procedure in more detail therefore, Planning Policy Wales states: '...Language impact assessments may be carried out in respect of large developments

not allocated in a development plan which are proposed in areas of particular sensitivity or importance for the language. Any such areas should be defined clearly in the development plan.

7.305 In the case of major development on windfall sites (for example, developments subject to Policy H9 proposals for residential use on unallocated sites) new proposals are required to be supported by a Welsh Language Situation Statement to help identify existing trends and patterns and to enable consideration of any potential positive and significant adverse impacts on the language – and in particular to understand the proposal's impact on the future growth in the number of Welsh speakers and the growth in use of the language and identify any mitigation/enhancement measures required. Where the Linguistic Profile leads to concerns by the Council about potential significant adverse impacts, the developer will be required to undertake a Welsh Language Impact Assessment of the proposal, together with the submission of an Action Plan to Promote and Increase Use of Welsh. This will set out the steps to be taken to promote Welsh Language speaker numbers/daily opportunities to use Welsh that will be connected with the development during and after the development phase. Regular monitoring reviews should be undertaken as this action plan progresses.

7.306 Detailed guidance on completing a Welsh Language Situation Statement, Welsh Language Impact Assessment along with preparation of Action Plans To Promote and Increase the Use of Welsh will set out in the Welsh Language Supplementary Planning Guide (SPG).



### 3) GREENER

#### Countryside, Landscape Protection and River Valleys

##### CP1: COUNTRYSIDE PROTECTION

**Development in the countryside, beyond the settlement boundaries identified on the Proposals Map, will only be permitted where the use is appropriate in the countryside, respects the landscape character, quality, green infrastructure and biodiversity of the site and surrounding area and where it is appropriate in scale and design. A landscape assessment and landscaping scheme will be required for significant development proposals. Proposals for new housing, rural diversification and rural enterprise, will only be permitted where they comply with National Planning Policy.**

7.307 The countryside in Cardiff is land located outside the settlement boundaries as identified on the LDP Proposals Map. Cardiff's countryside is a valuable and finite resource which is under pressure from all kinds of development. The aim of this Policy is to ensure that development within the countryside is strictly controlled to protect and enhance Cardiff's natural heritage and setting. It further seeks to manage and enhance this rich asset in order to maintain Cardiff's unique distinctiveness whilst helping to mitigate against climate change and ensure that those uses that do not need to be located in the countryside are resisted.

7.308 It should be read in conjunction with Policy SP16 and SP17 and aims to ensure that those uses that do not need to be located in the countryside will be resisted. Whilst SP16 provides strict controls in the Green Wedge area for the reasons given, this policy provides further guidance on uses appropriate in the countryside as a whole.

7.309 Although farming and forestry comprise a relatively small part of Cardiff's economy, the economic viability of the countryside around Cardiff remains crucial, with agriculture and forestry playing an important role in both the management and conservation of the countryside. As such, the Council will adopt a positive approach to supporting the rural economy. Development proposals relating to rural diversification and enterprise will be assessed against PPW and TAN 6: Planning for Sustainable Rural Communities. Farm diversification schemes should remain linked to the existing farm business and maybe subject to planning obligations in accordance with TAN 6: Planning for Sustainable Rural Communities (2010 Para 3.7) and Policy SP6.

7.310 To support the Council's declaration of a Climate Emergency and the targets for the Council to meet there is increasing pressure on the Countryside around Cardiff for renewable energy schemes the will seek to adopt a positive approach to renewable energy schemes where there is no detrimental impact on the character and quality of the countryside.

7.311 Close proximity to a large urban population brings many pressures to Cardiff's countryside, including outdoor recreation. Whilst its importance for local recreational purposes and tourism is accepted, it is essential to ensure that both these uses, and any built development associated with them, do not cause unacceptable harm to the character and quality of the countryside. Small scale, low impact development associated with activities which need to be located in the countryside, or encourage access to and enjoyment of the countryside, may be acceptable subject to the tests set out in national guidance.

7.312 The keeping of horses in Cardiff is very widespread, so that land used for grazing, recreation and associated development such as stabling, ménages, fencing, lighting, and car parking is already having a considerable impact on the character of Cardiff's countryside. Planning permission is normally required for the use of land for keeping horses and for equestrian activities, unless they are kept as livestock, or the land is used for grazing. Whilst it is accepted that these horse related uses can only be accommodated in the countryside, not all locations within the countryside are necessarily appropriate. The overall impact of such proposals will be assessed against the criteria set out in national guidance.

7.313 Additionally, there has been an increase in the number of applications for changes of use of fields for dog walking. Whilst such uses can be accommodated in the countryside, not all locations are appropriate. In addition strict control is needed over associated development such as parking, shelters, fencing and lighting which can have an impact on the character and quality of the countryside.

7.314 There is continuing pressure on the countryside in terms of residential development; however the LDP has identified sufficient land to meet the foreseeable residential need over the Plan period. As such, new residential development will not normally be permitted in the countryside unless it is justified for agricultural or forestry purposes, other rural enterprises or One Planet developments. In these instances, applicants should refer to PPW and TAN 6: Planning for Sustainable Rural Communities for further guidance.

7.315 Any new development in the countryside should be designed and located to minimise their impact, usually within existing clusters of buildings or farm complexes and/or close to existing infrastructure and public transport. The use of outdoor space associated with development including hard and soft landscaping, means of access, car parking and the treatment of boundaries can all have a significant detrimental effect on the character and quality of the countryside and will therefore be strictly controlled.

7.316 Supplementary information may need to accompany planning applications, explaining how the proposal has considered and responded to criteria outlined in the Policy. Where relevant, information should also be submitted to show how the proposals respond to National Guidance, including TAN 6 Planning for Sustainable Rural Communities. Where appropriate, this information should also explain the reasons for locating the development in the countryside. Significant development proposals in the countryside will be expected to include a landscape assessment and landscaping scheme in accordance with Policy CP3.

**CP2: CONVERSION, EXTENSION AND REPLACEMENT BUILDINGS IN THE COUNTRYSIDE**

There will be a presumption against conversion, replacement and extension of buildings in Cardiff's countryside except where:

**(a) The proposed conversion must:**

- i. **Be structurally sound and capable of being made so without major alterations, reconstructing or extensions;**
- ii. **Be possible without materially changing the existing character of the building or have a harmful effect on the countryside;**
- iii. **Not give rise to a demand for additional buildings; and**
- iv. **Be suitable for the proposed re-use.**

**(b) The proposed extension must:**

- i. **Be the subordinate part of the existing building; and**
- ii. **Respect the scale, character and design of the original part of the building within its countryside and landscape setting.**

**Replacement Buildings**

**(c) The proposed replacement building must**

- i. **Not result in any greater impact on the quality and character of the surrounding area in terms of its proposed scale and design, including any residential curtilage;**
- ii. **Be on the footprint of the existing building unless relocation can be justified in terms of either being part of an existing group or improving the countryside or landscape setting; and**
- iii. **Not replace any building of architectural, historic or visual merit.**
- iv. **For replacement dwellings only permanent buildings that have been used as a dwelling or last been used as a dwelling and retain a lawful residential use and are habitable or capable of being made habitable without substantial reconstruction will be considered as a replacement dwelling.**

**All proposals should be of an appropriate scale and design and be at least as sympathetic in its setting as the existing building.**

7.317 The aim of this Policy is to ensure that conversions, extensions and replacement of buildings in the countryside conserve the character and quality of Cardiff's countryside and natural heritage value, without being unduly restrictive.

7.318 The Policy contributes towards Plan objectives which supports the re-use and adaption of existing rural buildings to help meet the needs of commercial and industrial development, as well as for tourism, sport and recreation. Reference should also be made to SP16 with regard to the consideration of proposals in the Green Wedge area.

7.319 The scale and design of some individual buildings is already having a detrimental effect on the character and quality of Cardiff's countryside. Although small-scale extensions, conversions and replacement buildings may be acceptable, all development in the countryside will be strictly controlled to prevent unacceptable harm. Where permissions are granted, permitted development rights may also be removed.

7.320 With regard to conversions and changes of use it is recognised that many buildings have and continue to fall into disrepair meaning that they become unfit for the original purpose they were intended for. Whilst the re-use and adaptation of such buildings may prevent existing building stock from going to waste, a balance is required to protect the character and quality of the countryside. Proposals for the conversion of rural buildings will only be permitted where they conform to the criteria set out above and the other relevant policies of the Plan. In addition to this, any access, hard-standing, boundary treatment, landscaping or other external features associated with the

proposals, should not result in the loss of fields or have a detrimental impact on the character of the surrounding area. In the case of proposed conversions/change of use to residential the creation of new gardens and garden extensions will not normally be considered appropriate due to their individual and cumulative detrimental impact on the quality and character of the countryside and landscape.

7.321 Extensions to existing buildings will also be strictly controlled to limit their individual and cumulative impact. Proposals for extensions should ensure that the existing building remains the dominant form. In the case of buildings that have had previous extensions, the proposals should have regard to the scale and character of the original part of the building. The tendency to seek successive extensions to individual buildings will be resisted.

7.322 The demolition and replacement of buildings will generally only be permitted on the footprint of an existing building or relocated elsewhere on the site where their scale and design, including any residential curtilage, does not result in any greater impact on the quality and character of the area. The replacement of non-residential buildings with dwellings will be resisted. In general, the re-use or adaptation of existing buildings will normally be favoured in preference to new development.

### CP3: LANDSCAPE PROTECTION

**Development will only be permitted where it would not cause unacceptable harm to the character and quality of the landscape and setting of the city.**

**Particular priority will be given to protecting, managing and enhancing the character and quality of the following Special Landscape Areas:**

- **St Fagans Lowlands and the Ely Valley;**
- **Garth Hill and Pentyrch Ridges;**
- **Fforest Fawr and Caerphilly Ridge;**
- **Wentloog Levels; and**
- **Flat Holm.**

**A landscape assessment and landscaping scheme will be required for significant development proposals.**

7.323 The aim of this Policy is to ensure that those features of the landscape that contribute to its character, value, distinctiveness, sense of place, and quality, with particular priority given to SLAs (as identified on the Proposals Map) are protected from inappropriate development. It seeks to manage and enhance this rich asset in order to maintain Cardiff's unique distinctiveness whilst helping to mitigate against climate change.

7.324 This Policy applies to the whole county, acknowledging that the urban area also contains features of landscape importance. When dealing with planning applications that affect Cardiff's landscape, unacceptable harm will be assessed in relation to:

- The impact of the proposed development on key features of the landscape in terms of physical character, vegetation and habitats, land use and settlement patterns, visual character, historical character and cultural associations;
- The need for the proposed development in relation to its impact;
- The availability of alternative locations; and
- The ability to provide appropriate mitigation measures.

7.325 Wherever possible, development will be expected to maintain and strengthen positive attributes of the landscape and seek to mitigate or remove, rather than compound negative influences. Reference should also be made to SP16 with regard to the consideration of proposals in the Green Wedge area.

7.326 The scale, location and design of development proposals should respect their landscape context. Where large scale development is proposed, or where development may impact significantly on the landscape character or key features of an area, a landscape assessment should be submitted with the planning application and, where appropriate, a landscaping scheme.

7.327 Where landscape assessments or landscaping schemes are required, they should set out the impact of the development on key features, landscape character and qualities and should explain how the design solution proposed addresses both its positive and negative attributes and associated landscape and visual impacts effects, including cumulative effects where appropriate. Assessments and schemes should include the landscape baseline information from all five LANDMAP layers and should focus on the relevant aspect areas, their descriptions, and evaluations.

7.328 Design solutions should clearly demonstrate how the strategic landscape assessment and site appraisal have informed the detailed design and location of the development and planting proposals. Schemes should generally be implemented prior to all or part of the site coming into beneficial use. The management of landscape features of importance will also be encouraged.

7.329 Consultants LUC undertook a review (2024) of the Cardiff landscape to identify landscapes of the highest quality and most value that could merit local designation and to provide up to date evidence and justification for the existing Special Landscape Areas (SLAs) and their boundaries using national guidance provided by Natural Resources Wales in LANDMAP Guidance Note 1: Landscape Areas (NRW 2017)

7.330 SLAs are designated to protect areas that are considered to be important to the overall landscape of Cardiff due to their visual and sensory, geological, cultural, historical and

habitat landscapes. They are intrinsic to the overall character of the area and provide a living history of the evolution of the area's landscape as well as a cultural backdrop and visual setting.

7.331 Development proposals within SLAs will be assessed against the same criteria as those set out above. However, greater weight will be given to landscape consideration within SLAs and to the special character and quality of the particular area. Development proposals will also be required to address any relevant key issues identified in the Review of Special Landscape Areas and Landscape Character Areas. In addition landscape assessments and schemes are more likely to be required to accompany applications for development in these areas.

7.332 Although, SLA designations will not unduly restrict acceptable development in the countryside, there will be a presumption against urban expansion or other development within SLAs that would cause unacceptable harm to the character and quality.

7.333 Quarries, for example, have been included within proposed designations because they reflect the underlying geology as well as the history of mining within the area and form a distinctive element of the areas, but settlements lying within SLAs have been excluded from the proposed designations. Development proposals within these settlements, or within close proximity to an SLA including allocations will need to have regard to their potential impact on the character and quality of the SLA.



**CP4: RIVER CORRIDORS**

**Development will not be permitted that would cause unacceptable harm to the character and quality of the Ely, Taff (including the Nant Fawr Corridor) and Rhymney River Corridors.**

**The natural heritage, character, important green infrastructure function and other key features of Cardiff's river corridors will be protected, promoted and enhanced, together with facilitating sustainable access and recreation.**

**Development proposals will need to demonstrate that the function of a river corridor remains unimpeded, provides appropriate mitigation and ensures access does not lead to unacceptable harm.**

7.334 The Policy provides a planning framework within which the Council can protect, promote and enhance the river corridors.

7.335 Cardiff contains the four river corridors of the Taff, including the Nant Fawr Corridor, the Ely and the Rhymney. They make a unique contribution to the character and form of the city providing continuous green corridors between the Severn Estuary and the countryside beyond the urban edge. The watercourses and adjoining open spaces possess high recreational, biodiversity, historic, cultural, landscape and green infrastructure value. Additionally, they are located close to local communities and can offer excellent opportunities for off-road access routes that can provide part of the wider strategic recreational routes and everyday network of routes.

7.336 However Cardiff's rivers are facing multiple threats including increasing pressure for leisure

and recreation access, development pressures and climate change which is impacting on their health and the surrounding biodiversity and green infrastructure assets. To help protect the health and the integrity of the river corridors a river corridor/buffer has been proposed as identified on the proposals map. The corridor provides a riparian buffer to support the health of the river and includes adjoining open spaces which can help in the fight against climate change and flooding and enable nature based solutions, providing a range of benefits for the environment, people and the local community.

7.337 The Green Infrastructure Assessment also identifies the strategic role the corridors play in linking the urban area with the countryside areas outside the built area providing ecological networks and corridors for wildlife.

7.338 The extent of Cardiff's river corridors within the urban area are illustrated on the Proposals Map. They include the rivers together with adjoining open space and other predominantly open land that together form the strategically important corridor of mixed open spaces that run through the heart of the urban area.

7.339 The Policy also applies to the river corridors outside the urban area (as defined by the settlement boundaries). Such land is protected from inappropriate development through other Policies. However, this Policy will also apply and aims to ensure the strategic role played by the river corridors is continued from the urban area, through the surrounding countryside up to the County boundary. In this respect it is considered inappropriate to designate an arbitrary boundary to a notional river corridor running through farmland. Any proposals will be assessed to ensure the aims of this Policy are met and not prejudiced.

7.340 In addition to protecting and enhancing features of the river corridors the policy can also help facilitate sustainable access and recreation opportunities whilst ensuring that there is no detriment to adjoining users, wildlife or flood defences.

7.341 Proposals for development within the river corridors will be assessed against other relevant policies in the Plan Policy SP21 Maintaining and enhancing Green Infrastructure and Policy W3 Water Quality and Flood Risk.

7.342 New development within, or adjacent to the river corridors may be required to contribute to projects to improve the river corridors. Where appropriate, planning obligations may be required in accordance with Policies relating to the provision of new infrastructure.

## Biodiversity and Green Infrastructure

**BG1: DESIGNATED SITES**

**Development will only be permitted if it does not cause harm to sites of international, national nature conservation importance or unacceptable harm to locally designated sites of nature conservation and/or geological importance. Development proposals will be expected to demonstrate how they enhance the nature conservation and/or geological importance of the designations where they are within the Zone of Influence.**

**For all sites where there is potential for harm, developments will only be accepted where appropriate and proportionate compensation and mitigation measures identify that there is no reduction in the overall nature conservation value of the area or feature.**

**Statutory Nature Conservation Organisations will be consulted in consideration of any international and national sites. The consideration of a Habitats Regulations Assessment – including screening, appropriate assessment or derogations may also be required.**

**All mitigation for such sites, will be realistic and achievable in line with best practice and available scientific evidence.**

7.343 The purpose of Policy is to ensure that the Council fulfils its obligations in respect of protecting sites of nature conservation importance from harmful development.

7.344 Proposals in statutory designated sites including SPA, SACs, SSSIs, NNRs or sites containing habitats that are irreplaceable as defined by Planning Policy Wales, are as a matter of principle, unacceptable.

7.345 Planning Policy Wales and Technical Advice Note (Wales) 5: Nature Conservation and Planning (2009) set out national planning policy for international and nationally designated sites and protected species. NRW must be consulted on proposals that may affect international / national sites and any protected species.

7.346 In the case of developments required to be assessed under the Conservation of Habitats & Species Regulations 2017 (as amended), where an initial determination of likely significance has indicated that the proposal may be likely to have a significant effect, or the decision as to whether or not the development would have a significant effect on the designated site is inconclusive, an appropriate assessment under Regulation 61(1) will be required and further information may be required from the applicant or other parties.

7.347 Where development proposals may be likely to result in disturbance or harm to a European or UK protected species or its habitat, additional information will be requested of applicants

7.348 If planning permission is granted it may be the subject of appropriate conditions, or management agreements or planning obligations will be sought to secure appropriate protection, monitoring, mitigation or compensation and favourable management.

7.349 The network of SSSIs/SACs/SPAs and Ramsar Sites alone is not sufficient to maintain the biodiversity of Cardiff. It is therefore important to identify other locally designated wildlife sites such as Sites of Importance for Nature Conservation (SINC's) and Local Nature Reserves (LNR's). Cardiff currently has 177 SINC's and 6 LNRs.

7.350 Geological and geomorphological sites of importance that do not merit notification as a SSSI may also be designated as a SINC or Regionally Important Geological Site (RIGS). Such sites define the most important places for geology and geomorphology outside those that are statutorily protected. Geological sites within Cardiff will be designated during the Plan period. The aim of this Policy is to protect the LNRs, SINC's and RIGS referred to above.

7.351 The Policy will contribute to the protection and enhancement of Biodiversity interests in accordance with Policy BG2 and will work towards delivering the Plan's objective of protecting and enhancing features of Cardiff's natural environment and heritage.

7.352 Planning Policy Wales and TAN 5 provide guidance on planning policies to protect biodiversity interests. In accordance with this guidance, the Council will carefully assess proposals for development affecting non-statutory and locally designated sites by evaluating whether:

- the need for the proposed development is considered to outweigh the importance of the particular nature conservation interest and any harm likely to be caused to it;
- the proposed development can be more satisfactorily accommodated elsewhere; and appropriate mitigation or compensation measures are proposed.

7.353 Where development is proposed which may have an effect on a non-statutory or locally designated site, sufficient information will be required from all applicants to enable a full assessment of the proposals to be carried out. The need for such assessments will not be limited to development located within the designated areas as, depending on the nature of the development and the nature conservation interest, significant effects may occur even if the proposed development is located some distance from the conservation interest. The required assessments, including ecological surveys, will need to be undertaken at the appropriate time of the year. Further guidance will be available in the Biodiversity SPG.

7.354 Where planning permission is granted, it may be the subject of appropriate conditions or management agreements to ensure suitable protection, monitoring, mitigation or compensation and favourable management. Where compensatory provision is required, it should be of the same standard and size to that lost as a result of the development. In such

cases, details of the type and level of provision will be provided, and agreed by the case officer, prior to determination of the planning application. This may also be required for outline planning applications where appropriate. Where necessary, planning obligations may be sought in accordance with Policy SP6.

7.355 SINC's will be measured in accordance with the annual review of SINC's and additionally reported on in the LDP Annual Monitoring Report.

7.356 National policy on maintaining and enhancing biodiversity is set out in Planning Policy Wales including the step wise approach to avoiding harm and delivery of net benefit for biodiversity. The approach includes avoiding damage, minimising damage, mitigating damage and restoring, providing compensation on-site, providing compensation off-site and the option for refusing applications where development is not appropriate.

7.357 The Designated Sites identified in this Policy are defined on the Constraints Map.

7.358 Where it is considered that Section 106 agreements or planning conditions are not being complied with the Local Planning Authority will take enforcement action.

## **BG2: ECOLOGICAL NETWORKS AND FEATURES OF IMPORTANCE FOR BIODIVERSITY**

**Development proposals will only be permitted if they do not cause unacceptable harm to:**

- Features of importance for wild flora and fauna, including green infrastructure connectivity and 'stepping stones' which enable the dispersal, reproduction and genetic viability of protected and priority species;**

- Green infrastructure of importance, fulfilling biodiversity and resilience of ecosystems duties and green infrastructure which contributes to overall landscape value (which includes more "abundant" "common" habitats and species).**

**Particular priority will be given to the protection, enlargement, connectivity, enhancement and management of retained semi natural habitats. Where the need for the development outweighs the overall nature conservation/ecological importance of the site, it will be clearly demonstrated that there is no satisfactory alternative location for the development and long term compensatory provisions secured through proposals.**

7.359 This Policy aims to maintain Cardiff's ecological networks and landscape features that are important for biodiversity. It accords with Policy SP21 by maintaining and enhancing Cardiff's natural heritage, including its biodiversity. The Policy also contributes to the aims and objectives of the Plan by ensuring that Cardiff's biodiversity and abundance of wildlife habitats and native species are maintained and enhanced.

7.360 Wild species, whether legally protected or not, are often widely dispersed in the landscape, with significant populations being isolated from each other. In such cases, landscape features may provide wildlife corridors for some species, as well as links or 'stepping-stones' between habitats. Whilst it is crucial to maintain and enhance a network of sites to safeguard current levels of biodiversity, this cannot be achieved without also safeguarding and managing the intervening habitats and areas.



7.361 The protection, management and enhancement of ecological networks are identified as being particularly important in Article 10 of the EU Habitats Directive. Regulation 39(3) of The Conservation of Habitats and Species Regulations 2010 (as amended) requires planning authorities to encourage the positive management of landscape features which make up this network and are of importance for wild flora and fauna. This is also reinforced in PPW in that it advises LDP's to safeguard and manage landscape features of major importance for nature conservation.

7.362 For the purposes of this Policy, features of the landscape which are of importance for wild flora and fauna are those, by virtue of their linear and continuous structure (such as rivers with their banks or the traditional systems of marking field boundaries) or their function as stepping stones (such as ponds or small woods), that are essential for the migration, dispersal and genetic exchange of wild species.

7.363 Where development is proposed which may cause unacceptable harm to such networks or features, information will be required of all applicants to enable a full assessment of the proposal to be carried out. Such assessments, including ecological surveys will need to be undertaken at the appropriate time of year. Further guidance will be available in the Biodiversity SPG.

7.364 If there are overriding material planning considerations in favour of development, then the Council will seek to secure reasonable measures from developers to minimise or offset any impacts or loss of habitat features or species present on a site. For example swift nest boxes provide a safe and secure breeding and nesting

box for swifts and ensuring developments are hedgehog friendly through measures such as putting holes at suitable points in all new fences and walls to provide access for hedgehogs to all areas of the site.

7.365 Such measures will be agreed prior to the commencement of development and will be secured through appropriate planning conditions and/or planning obligations. Planning Obligations will be secured in accordance with Policy SP6.

### BG3: PRIORITY HABITATS AND SPECIES

**Development proposals, that would have a significant adverse effect on the continued viability of habitats and species which are legally protected, or of significant value to Cardiff based on known distribution or population size, will only be permitted where:**

- i. **The need for development outweighs the nature conservation/ecological importance of the site taking in to account the Step-wise Approach;**
- ii. **The developer clearly demonstrates that there is no satisfactory alternative location for the development which avoids nature conservation impacts; and**
- iii. **Mitigation measures that are considered both self-sustaining and sustainable financially are provided by the developer.**

**Where harm is unavoidable it will be minimised by effective mitigation to ensure that there is no reduction in the overall nature conservation/ecological value of the area or species/group. Where this is not possible compensation measures designed**

**to conserve, enhance, manage and, where appropriate, restore natural habitats and species will be provided.**

7.366 This Policy is in accordance with the aims and objectives of the Plan by maintaining and enhancing the features of Cardiff's natural heritage, including its biodiversity and abundance of wildlife habitats and native species. More specifically, it will help maintain the current Priority Habitats and Species as defined in the Local Biodiversity Action Plan. The Policy also helps to deliver Policy SP21.

7.367 The presence of a species protected under European or UK legislation is a material consideration in considering development proposals which would be likely to result in disturbance or harm to the species or its habitat. Appropriate surveys to confirm if a protected species is present and an assessment of the likely impact of the development on a protected species may therefore be required from applicants. Thereafter the development proposals will be assessed in accordance with criteria set out in PPW and Chapter 6 of Technical Advice Note (Wales) 5: Nature Conservation and Planning (2009).

7.368 Development proposals that have the potential to cause a significant adverse effect on priority habitats and species will need to be accompanied by an ecological survey and an assessment of the likely impact of the development on the protected species. The need for such assessments will be undertaken at the appropriate time of year. Further guidance will be available in the Biodiversity SPG.

7.369 In considering any significant adverse effect on the Priority Habitat or Species, the Council will look at:

- The current distribution and status of the priority habitat or species within Cardiff as informed by the Cardiff Biological Database as well as other sources of data that may be relevant, accurate and practical to use for such purposes in the future;
- Whether the development proposals are likely to have a significant effect on the priority habitats/ species; and
- Whether effective mitigation measures have been provided.

7.370 Where planning permission is granted, the Council may attach conditions or enter into agreements that would overcome the potentially damaging effects of development on the habitats or species of conservation importance. The Council will encourage the applicant to identify and include measures that contribute to the restoration or expansion of important habitats, and these will be set out in the landscaping and planting conditions that accompany the planning permission. Any planning obligations required will be in accordance with Policy SP6.

7.371 Where there is a significant adverse effect on a significant population of the Priority Habitat or Species and where planning conditions and/or planning obligations cannot adequately protect the interest, it may be necessary to refuse development proposals.

7.372 Priority Habitats and Species are monitored as part of the 3 yearly review of the UK and Local Biodiversity Action Plans.



#### BG4: NET BENEFITS FOR BIODIVERSITY AND THE GREEN INFRASTRUCTURE STATEMENT

**Development will only be permitted where it can be evidenced through a Green Infrastructure (GI) Statement, that Net Benefits for Biodiversity (NBB) can be achieved. This should take in to account such important aspects as: the cumulative effects of development, ecological resilience and avoidance of impacts on habitats and species as set out as the first step, in the Step-wise Approach.**

7.373 This Policy reflects guidance in Planning Policy Wales and aims to ensure that development delivers Net Benefits for Biodiversity (NBB) in accordance with national guidance. It accords with Policy SP21 by maintaining and enhancing Cardiff's natural heritage, including its biodiversity.

7.374 Further detailed guidance on the preparation of Green Infrastructure (GI) Statements and how the Council will assess Net Benefits for Biodiversity (NBB) in association with development proposals will be set out in Supplementary Planning Guidance (SPG).

#### BG5: TREES, WOODLANDS AND HEDGEROWS

**Development proposals should help protect and enhance a sustainable urban forest. Proposals which result in the permanent removal of and/or significant harm to trees, woodlands and hedgerows will not be permitted unless it is clearly shown that this can be mitigated and/or will achieve significant and clearly defined public amenity benefits.**

7.375 Trees, woodlands and hedgerows offer multiple benefits, including: -

- Visual amenity.
- Defining a sense of place.
- As important cultural heritage or natural heritage monuments.
- Providing places for relaxation and recreation.
- Supporting biodiversity.
- Improving health and wellbeing
- Intercepting and storing pollutants.
- Intercepting and storing water.
- Carbon sequestration.
- Accretion of soil and soil organic matter.
- Protecting against soil erosion.
- Microclimatic amelioration.
- Mitigating the predicted impacts of climate change.

7.376 A sustainable urban forest will contain a diverse but balanced age range and species mix of trees, though large, long-lived trees will be favoured for protection and planting due to the increased benefits they offer in mitigating the predicted impacts of climate change. The selection of appropriate species for planting will be dependent on the local context – for example, in semi-natural contexts, locally native trees are likely to take precedence, whereas in highly urbanised contexts, non-native trees better adapted to climatic extremes may be more appropriate. A sustainable urban forest is key to the ambition to achieve 25% canopy cover by 2030.

7.377 To help determine if removal of and/or significant harm to trees, woodlands or hedgerows within or bounding a site will achieve significant and clearly defined public amenity benefits, applicants must assess them in accordance with the current British Standard 5837, the Hedgerows Regulations 1997 and as part of wider Green Infrastructure Assessment in accordance with Planning Policy Wales Chapter 6. The assessments must inform rather than be informed by design. The Cardiff Council Green Infrastructure Supplementary Planning Guidance (Trees and Development Technical Guidance Note) provides further guidance on determining if removal of and/or significant harm to trees, woodlands or hedgerows within or bounding a site will achieve significant and clearly defined public amenity benefits.

7.378 To prevent damage to trees, woodlands and hedgerows during development, schemes of protection will be required, in accordance with the current British Standard 5837. Veteran trees, ancient trees and ancient woodland require special protection measures to ensure that they are buffered against changes to the environment that may be detrimental to their health and/or their capacity to provide a habitat for other organisms.

7.379 Trees are the largest and longest living organisms in Cardiff. When considering developments that may affect them, regard will be given to potential short and long-term impacts. Where the loss of trees, woodland or hedgerows is unavoidable, compensatory planting (which is proportionate to the proposed loss as identified through an assessment of green infrastructure value including biodiversity, landscape value and carbon capture) will be

required. Replacement planting shall be at a ratio equivalent to the quality, environmental and ecological importance of the tree(s) lost, and this must be preferably onsite, or immediately adjacent to the site, and at a minimum ratio of at least 3 trees of a similar type and compensatory size planted for every 1 lost. Where a woodland or a shelterbelt area is lost as part of a proposed scheme, the compensation planting must be at a scale, design and species mix reflective of that area lost. In such circumstances, the planting rate must be at a minimum of 1600 trees per hectare for broadleaves, and 2500 trees per hectare for conifers. The planting position for each replacement tree shall be fit to support its establishment and health and ensure its unconstrained long-term growth to optimise the environmental and ecological benefits it affords.

7.380 Although younger trees are more easily replaced, the Council will seek to ensure that sufficient young trees survive to maturity, having regard to the number of developments that may occur during their natural lifespan. Proposals that create spaces for larger tree species to grow to maturity will be favoured over proposals for scattered smaller trees.

7.381 Ancient woodland, semi-natural woodlands, individual ancient, veteran and heritage trees and ancient hedgerows are irreplaceable natural resources, and have significant landscape, biodiversity and cultural value. Such trees, woodlands and hedgerows must be afforded protection from development which would result in their loss or deterioration unless very exceptionally there are significant and clearly defined public benefits; this protection must prevent potentially damaging operations and their unnecessary loss.

**BG6: SOILS**

**Development proposals shall evidence how they will protect and enhance important soil resources for the multiple benefits they afford. Permanent removal of, sealing of and/or significant harm to the functionality of soils will not be permitted unless it is clearly shown that this will achieve significant and clearly defined public amenity benefits.**

7.382 Soils offer multiple benefits including: -

- A habitat for organisms.
- Climate regulation.
- Nutrient cycling.
- Provision of construction materials.
- Carbon sequestration.
- Flood regulation.
- Water purification and contaminant reduction.
- Foundation for human infrastructure.
- Protection of cultural heritage.
- Provision of food and fuel.

7.383 Long undisturbed or little disturbed soils such as those supporting grassland, woodland or other semi-natural vegetation, are very difficult to restore, recreate or replace. Soil formation operates over a very long timescale and soils under semi-natural vegetation may've been undisturbed/little disturbed for thousands of years. Soils supporting agricultural crops may be disturbed/altered at least in the surface horizons, by ploughing and other practices, but nevertheless such soils typically still represent an important resource, and any functionality lost or damaged by agriculture can be more rapidly returned than a soil subject to compaction and contamination by construction processes.

7.384 New development shall emphasise the protection and restoration of in-situ soils rather than relying on importing soils or intensive soil remediation/amelioration. Imported soils and 'site won' soils salvaged from stockpiles are best described as 'soil forming materials' as they have not been subject to long-term pedological processes, or those processes have been disrupted due to excavation.

7.385 The overall impact of development on soils shall form part of a Green Infrastructure Assessment in accordance with Planning Policy Wales Chapter 6.

7.386 The sustainable management of soils shall be informed by a Soil Resource Survey in accordance with the Cardiff Council Green Infrastructure Supplementary Planning Guidance (Soils and Development Technical Guidance Note) and this shall inform the production of a Soil Resource/Soil Management Plan that sets out how the development will ensure compliance with this policy and how soils will be sustainably managed and re-used. The Cardiff Council Soil Strategy provides further information on soils in Cardiff and best practice in sustainable soil management.

7.387 Where permanent removal of, sealing of and/or significant harm to the functionality of soils is unavoidable, full details of mitigation measures shall be presented to evidence how this will be compensated for. For example, the planting of long-lived woody vegetation can restore soil structure, organic matter and both accrete soil and reduce soil erosion. Active measures to de-compact soil mechanically may be appropriate in some cases, whereas in other cases a more passive approach may be appropriate involving the incorporation of

mulches, organic matter, Biochar or allowing for natural succession so that soil decompaction and functionality return more slowly, allowing for ecological succession.

7.388 Where permanent removal of, sealing of and/or significant harm to the functionality of soils is unavoidable, full details of mitigation measures shall be presented to evidence how this will be compensated for. The nature of enhancement or remediation will depend on the site in question and nature of the problem, but some examples of mitigation measures to enhance or remediate soil include:

- The planting of long-lived woody vegetation including deep rooted trees to restore soil structure, organic matter and both accrete soil and reduce soil erosion.
- Mechanical decompaction may be appropriate in some cases, especially where subsoil is compacted, with the type of equipment and methodology used dependent on the nature of the problem and size of the site. Ripping soils with a tined ripping tool may de-compact subsoil where it has been compacted by construction operations. At a smaller scale, the injection of compressed air may be effective in breaking up compacted layers and this may be combined with vertical and radial mulching.
- The incorporation of surface mulches, organic matter, Biochar, microbial inoculants or soil faunal inoculants may increase soil biodiversity and/or improve soil structure.

- On some sites allowing for natural succession so that soil decompaction and functionality return more slowly, is appropriate. Different soil faunal and floral communities are likely to dominate at different successional stages and in general terms the later the successional stage, the higher the organic matter content of the soil. Management intervention may be required to prevent or slow succession to favour a particular species, or group of species.
- Ensuring there is strong connectivity between soils to be remediated and adjoining soils on land that is comparatively undisturbed, such as woodland or older grasslands. This will allow species to colonise the remediated soil naturally though it must be recognised that some species such as earthworms are likely to colonise more rapidly than smaller, less mobile organisms such as mites, so the biodiversity and faunal composition of remediated soils will change over time, but may require very long timescales to achieve the complexity of a natural, undisturbed soil.

## BG7: SEVERN ESTUARY AND CARDIFF BEECH WOODS RECREATIONAL PRESSURE

**Development proposals that would result in an increase in visitor pressure on features of the Severn Estuary SAC, SPA, Ramsar site and Cardiff Beech Woods SAC, impact on functionally linked land with respect of the Severn Estuary Marine Site (EMS), will not be supported unless it can be demonstrated that the integrity of the European Marine Site or Cardiff Beech Woods SAC can be maintained following the HRA staged process.**

7.389 The Severn Estuary European Marine Site (EMS), collectively the SPA, SAC and Ramsar designations, is identified along much of the Severn Estuary and Cardiff's Coastline, as supported by the Gwent Levels SSSI inland, as well as forming a Special Landscape of Historic Interest. Intrinsic to the Severn Estuary EMS is its connection to the Gwent Levels SSSI, subject of one of the nine National Natural Resource Areas as discussed in Future Wales - The National Plan 2040. A number of locally designated SINCs have also been identified in the area for their valuable priority habitats which extend in line from the Severn Estuary EMS and act as a buffer. The Welsh National Marine Plan (WNMP) and Severn Estuary Shoreline Management Plan identify key areas of priority for the management of the coastal area in this location. National Policy should be referred to accordingly in relation to proposals that may affect coastal areas.

7.390 The Cardiff Beech Woods SAC measures 114.45ha comprising broad-leaved deciduous woodland (99.5%) and some developed tracts (0.5%). It represents an area of semi-natural broadleaved woodland dominated by beech.

The SAC is considered one of the best examples of beech forest in the UK, representing this habitat close to its western limit of distribution.

7.391 Both the Beech Woods SAC and the Severn Estuary EMS are National sites. Any loss of areas of such sites will not be supported.

7.392 This policy seeks to protect the Severn Estuary European Marine Site (EMS) and Cardiff Beech Woods SAC within Cardiff, which is a recommendation from the Habitats Regulations Assessment (HRA) of the Deposit Plan. Evidence from the HRA has demonstrated that these areas are subject or likely subject to regular recreational pressure especially dog walking, walking and mountain biking, which causing loss of flora associated with designated features of the Beech Woods SAC, or damage to coastal habitats within the Severn Estuary EMS or disturbance to its bird features.

7.393 Residential development, the development of tourism and sustainable transport infrastructure have the potential to lead to likely significant effects on the Cardiff Beech Woods SAC and the Severn Estuary EMS, as a result of recreational pressure.

7.394 Any development proposals that would increase pressure on sensitive habitat features in the Severn Estuary EMS and/or Cardiff Beech Woods SAC, will not be supported unless no adverse effect on the integrity of the sites can be shown, especially with respect to recreational opportunities. It is considered that the core recreational catchment for the Cardiff Beech Woods SAC is 6km from its boundary, whereas this is considered 12.6 km for the Severn Estuary EMS. As a result, any mitigation would be either in/nearby to these catchments.

7.395 With respect the Cardiff Beech Woods SAC and Severn Estuary EMS the HRA to inform the Deposit Plan has indicated that Cardiff Council may be best to mitigate recreational impacts in a strategic way. This is likely to be a financial contribution to Strategic Access Management and Monitoring (SAMM) at the existing sites, or deliver Suitable Alternative Greenspaces (SANG), caveated for the Beech Woods SAC, that the unique draw of the site would need diverse SANGs to divert public pressure, but also noting sites alongside would act as buffers, which would provide resilience where pressure cannot be directly diverted elsewhere around Cardiff. Such a SAMM or SANG strategy involving financial contributions will be developed by Cardiff Council to provide "mitigation" for the National Sites, including monitoring and based on the use/number of units put forward. This would provide the mitigation requirements in line with other policies, and also ensure that they provide Net Benefits for Biodiversity at these National sites. This will be delivered through Supplementary Planning Guidance.

7.396 However, where the developer can prove that they can provide SANG or directly contribute to SAMM measures, this will also be considered and may negate the requirement for financial contributions. In both cases of contributions or proof of direct SANG or SAMM measures, a site-specific shadow HRA will be required in both instances for review by the Council.

7.397 Evidence from the HRA which is only applicable to the Severn Estuary EMS, has also demonstrated that likely significant effects could occur as a result of functional linkage of sites

adjacent to, but not directly covered by the designation supporting bird features of the EMS, this is generally considered to be on open land. With respect functional linkage, any application must prove that the development proposal would not impact habitat that is functional linked to maintaining bird features of the EMS and its integrity. It is expected this proof will come through vegetation and bird surveys. If functional linkage is found, the applicant must provide a suitable mitigation method (if possible) or otherwise prove that the final stage of HRA derogations are met. It is not considered that the Council could plan for such an eventuality through financial contribution to alternative spaces to mitigate functional linkage. A site specific shadow HRA will be required for review by the Council.

7.398 The Severn Estuary EMS Regulation 33 Guidance prepared by Natural England and Countryside Council for Wales (now Natural Resources Wales (NRW)) (2009) remains the relevant guidance when considering effects on the integrity of the EMS.

7.399 Performance indicators for factors affecting the Cardiff Beech Woods SAC are specified in NRW's Core Management Plan Including Conservation Objectives for the Cardiff Beech Woods Special Area of Conservation Version 2 (2014) and relate to recreational pressure, atmospheric pollution, development pressure, commercial forestry and mineral extraction.

7.400 Favourability of both National Sites is also considered in light of NRW's Protected Sites Baseline Assessment 2020 data.



## Transport

### T1: PRIORITISING WALKING AND CYCLING

Planning permission will only be granted for development that minimises the need to travel and is laid out and designed in a way that prioritises access by walking, cycling and public transport as detailed in Llwybr Newydd: the Wales transport strategy 2021.

To enable people to access employment, essential services and community facilities by walking and cycling the Council will support developments that incorporate:

- i. High-quality, sustainable design that makes a positive contribution to the distinctiveness of communities and places following Welsh Active travel design guidance
- ii. Permeable and legible networks of safe, convenient and attractive walking and cycling routes that establish cohesive wayfinding;
- iii. Connections and extensions to the Cardiff Cycle Network and recreational walking routes outlined in the Transport White Paper and Active Travel Network Map.
- iv. Measures to minimise vehicle speed to 20mph on urban streets and spaces where pedestrians will be present following Welsh Governments order and strategy to give priority to pedestrians and cyclists;

- v. Safe, convenient, direct and attractive walking and cycling connections to existing developments, neighbourhoods, schools, jobs and services forming part of a sustainable neighbourhood;
- vi. Supporting facilities including, signing, secure cycle parking and, where necessary, shower and changing facilities;
- vii. Integrate with existing active travel infrastructure;
- viii. Improve safety for pedestrians and cyclists through design, and;
- ix. Integrate placemaking and net zero initiatives as part of the design and construction of active travel infrastructure.

The Council will also support developments that promote the change to more sustainable modes and innovative measures to overcome existing barriers to active travel and sustainable transport.

7.401 The purpose of this policy is to improve the current Active Travel Network and exploit Cardiff's potential for further routes, by ensuring developments include design features and facilities that make it easy and safe for people to walk and cycle for everyday journeys instead of travelling by car. Encouraging 'Active Travel' will help to minimise car use, support the Cardiff Well-Being Plan 2018-2023 and Cardiff One Planet Strategy (2020) and enable the Council to work to fulfil its legal duty under the Active Travel (Wales) Act to develop, improve and maintain local walking and cycling networks.

7.402 Standards of good practice include the Active Travel Act Design Standards and other relevant guidance that provide a steer for developers to ensure key principles of design are employed to deliver Active Travel.

7.403 The policy should be read in conjunction with Llwybr Newydd: the Wales Transport Strategy 2021 and policies relating to placemaking and master planning such as the Welsh Placemaking Charter to ensure that developments give priority to walking and cycling within their design and layout. High-quality design will be essential to ensure walking and cycling are seen as an attractive, viable and convenient travel option. Strategic Development Areas present a particularly valuable opportunity to integrate Active Travel measures and enhance connectivity to the existing network.

7.404 Walking and cycling are by far the cleanest, healthiest, and cheapest ways of moving about the city and can sometimes be the quickest as well. Combined with frequent and reliable public transport longer journeys can also be made easy too. Although not every journey can be made by active travel, it should be the best option for a greater number of people with a high-quality, safe, and fully segregated cycle network.

7.405 As detailed in the Cardiff Transport White Paper 2019, Cardiff aims to deliver a complete cycle loop around the city centre which will connect to each of six cycleways, which are planned for several districts across the city. The Council will also roll out a 'Streets for Health Initiative', so that streets are reclaimed as healthy public spaces for the public to enjoy, including default 20pmh limits across the city.

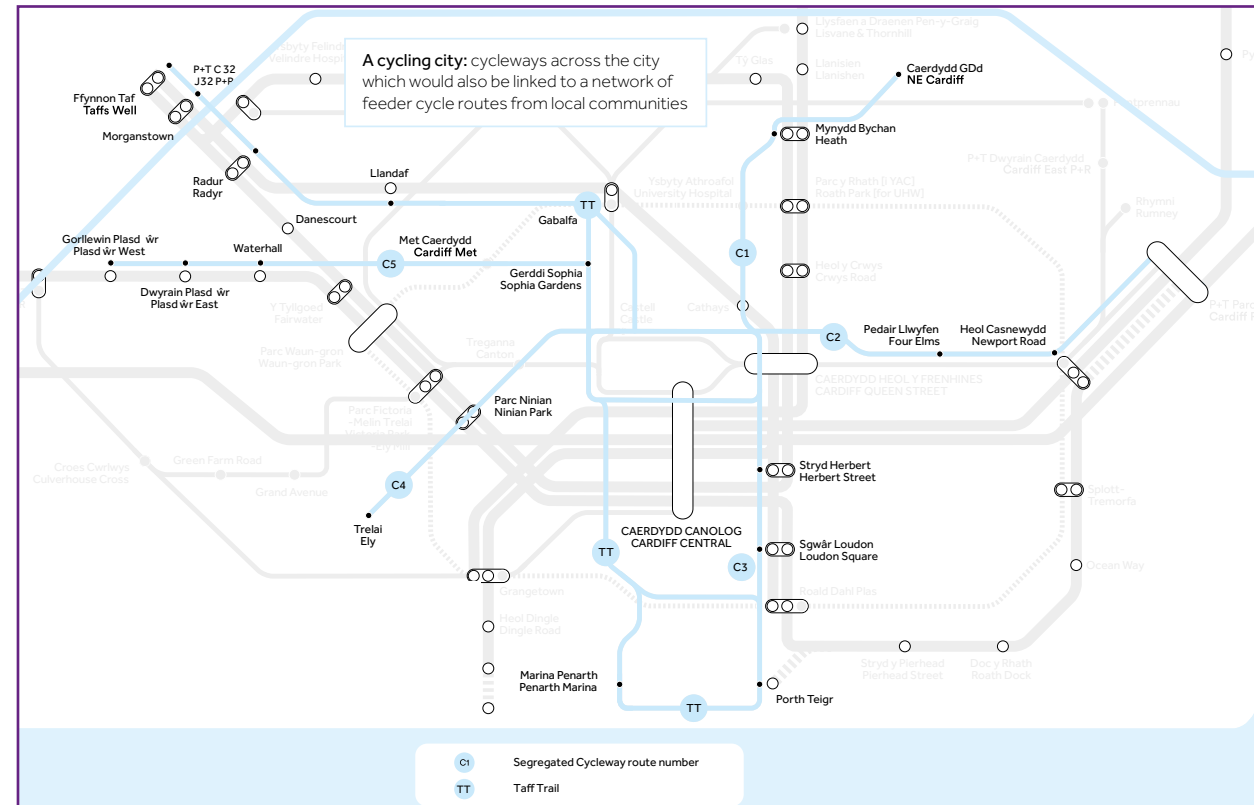
7.406 National Cycle Network Route 8 passes through Cardiff, and several cycleways are currently being developed as follows and shown in Figure 1:

- Cycleway 1: City Centre to Cathays, University Hospital Wales, Heath High Level and Heath Low-Level Rail Stations, and North East Cardiff Strategic Development Site
- Cycleway 2: City Centre to Adamsdown, Newport Road retail parks, Rumney, Llanrumney and St Mellons Business Park
- Cycleway 3: City Centre to Cardiff Bay
- Cycleway 4: City Centre to Llandaff, Danescourt and North West Strategic Development Site
- Cycleway 5: City Centre to Riverside, Ely and Caerau.

7.407 In addition to the cycleways above several other routes have also been identified in Cardiff's Active Travel Network Map (ATNM). The ATNM looks ahead over the next 15 years at a network of walking and cycling routes that will help residents travel around the city more easily.

7.408 The policy will also help encourage horse riding, walking and cycling for leisure; however the main aim is to ensure a wide strategic network of considered, connected, convenient and safe routes for commuters, not a proliferation of unconnected leisure trails.

**Figure 1 Proposed Cycle Routes Identified in the Cardiff Transport White Paper 2019**



7.409 The following sections of the active travel network in Cardiff will be safeguarded from detrimental impact from development:

- a) The Taff Trail;
- b) The Ely Trail;
- c) The Rhymney Trail;
- d) The Nant Fawr Trail
- e) The Bay Trail;
- f) The Wales Coast Path; and
- g) The Glamorgan Ridgeway Walk;

7,410 Meaningful connections to these routes from settlement areas and beyond will be sought to improve connectivity. Proposals for additional connections must ensure that there

will be no detrimental impact on character, safety and convenience. Any anticipated issues must be fully mitigated, and improvement measures are undertaken in advance of any connections being developed.

7.411 Bridleways also contribute to connectivity within Cardiff, not merely to facilitate horse riding, but they are enjoyed and utilised by a range of users, inclusive of walkers and cyclists. Any development must not jeopardise existing bridleways, and, as for any other existing Active Travel route, must seek to facilitate connections appropriate to the setting of the existing bridleway.

## T2: STRATEGIC RAPID TRANSIT, BUS CORRIDORS AND BUS ENHANCEMENTS

To safeguard and promote the provision of public transport in Cardiff, a development that will add to demands on public transport should contribute towards improvements to bus network infrastructure including pedestrian and cycle routes to bus stops, shelters, passenger seating, waiting areas, signage, timetable information and infrastructure relating to zero emissions.

**Financial contributions that are proportionally related to the development will be sought towards the cost of new or improved bus services where the direct impact of the development would make such measures necessary.**

**The Council will work with its partners to improve the ease and quality of access into and around Cardiff by public transport, by:**

- i. Ensuring that road space is managed efficiently to support public transport – including rapid transit corridors as outlined in the White Paper- through initiatives such as bus priority measures, infrastructure and demand management;
- ii. Improving the capacity and attractiveness of Park and Ride;
- iii. Promoting bus/rapid transit access between major origins and destinations.
- iv. Ensuring sufficient space is provided for public transport particularly within the city centre and district centres.

## Bus Enhancements

7.412 More people travel by bus in Cardiff than any other form of public transport. They link Cardiff with the region and are an integral part of the regional network connecting communities, taking us to work or to school and providing easy access to shopping, leisure, childcare, health, and other essential services. To make travel by bus more affordable the Council is proposing to work with bus operators to reduce fares across the city.

7.413 Many bus journeys in Cardiff involve first travelling to the city centre to be able to connect with a service to a final destination. To address this, improvements to services by establishing a new cross-city bus network linked to the new Metro will be made. This will include a new circular bus loop around the city centre, which will mean easier cross-city journeys for passengers, and new bus stations in the east and west of the city.

### Strategic rapid transit and bus corridors

7.414 Future developments in Cardiff will need to support the development of bus corridors which will introduce bus priority technology at signals and junctions. Along with rapid bus services along corridors, this will link to the region and join up seamlessly with train services and make buses more favourable than the private vehicle when travelling around Cardiff.

7.415 As detailed in the Cardiff Transport White Paper (2019) bus services will be improved through:

- Establishing a new cross-city bus network, linked to the new Metro network, which includes a bus loop around the city centre and new bus stations in the east and west of the city;
- Improving access to key destinations within the city including the University Hospital of Wales and Cardiff Metropolitan University;
- Using SMART corridors to prioritise buses at traffic lights;
- Improving access to regional destinations – including Newport, Pontypridd and Penarth – by delivering new bus links and SMART corridors to the East, North and West of the city;
- Make sure all buses in Cardiff are clean, green and efficient by shifting to electric buses and cleaner engines;
- Take major traffic off Cardiff roads by establishing new Park & Ride facilities in strategic areas.

7.416 A bus frequency of five per hour (i.e. every 12 minutes) is generally recognised as being the minimum for a 'turn-up and-go' service which can attract travellers in significant numbers necessary to deliver the targeted shift to public transport.

7.417 The network of bus rapid transit corridors identified in the Cardiff Transport White Paper are detailed on the Constraints Map.

### T3: RAIL TRANSPORT

Support will be given to proposals to enhance Cardiff's rail network, in particular the regeneration north and south of Cardiff Central and additional rail capacity and improvements to existing and new stations identified in the Cardiff White Paper and Metro which:

- Are designed with the Welsh placemaking charter to promote safety for vulnerable groups and accessibility for all users.**
- Can be easily accessed by walking and cycling with wayfinding.**
- Facilitate the easy interchange of passengers between national, regional and local rail and bus services where appropriate.**
- Provide high-quality passenger facilities, including but not limited to seating, information, toilet facilities and secure cycle parking;**
- Is well integrated with development in the surrounding area and facilitates easy access to the centre of the city, Cardiff Bay and the Enterprise Zone;**
- Complement surrounding development, in particular the regeneration of land north and south of Central Railway Station and the wider Enterprise Zone;**
- Provide a public transport gateway of a high aesthetic and functional quality, which is commensurate to Cardiff's status as a European capital city.**
- Provides an attractive, legible and vibrant environment, and;**

### ix. Are designed following the goals in the Wellbeing of Future Generations Act, Llwybr Newydd: the Wales transport strategy and Welsh Net Zero policy.

7.418 Rail Transport forms a large part of the wider Cardiff (Central) Metro transport programme. As part of this, rail stations must be accessible and integrated with other sustainable transport modes. Through good design and using the Welsh Placemaking Charter, rail stations should also deliver a strong placemaking function. This will help stations integrate with their surrounding community serving a wider function by adding to the surrounding town or landscape with an attractive environment.

7.419 Transport for Wales (TfW) is making large improvements to rail transport within Wales and Cardiff. The number of passengers travelling in and out of Cardiff is expected to increase through the development of schemes such as:

- The Core Valleys Lines Transformation;
- Recommendations of Lord Burns and the South East Wales Transport Commission (SEWTC);
- South Wales Mainline Improvements;
- South Wales Metro, and;
- Swansea Bay and West Wales Metro.

7.420 To ensure the benefits of increased passenger demand are fully realised, rail stations and surrounding developments need to provide public transport gateways of a high aesthetic and functional quality with corresponding high-quality facilities. Rail stations and surrounding developments should also support wayfinding to key attractions nearby and support the full integration with other sustainable modes.

### T4: MANAGING TRANSPORT IMPACTS

New development will be expected to demonstrate how the need to travel is reduced and essential travel needs can be met by the use of transport modes other than the private car. The requirements for reaching sustainable travel targets and the obligation upon developers set out in Policy SP18. Transport assessments and travel plans will be required for all major planning applications.

Development will be located where:

- It can be served by alternative modes of transport other than the car, such public transport, walking and cycling;**
- The traffic generated can be accommodated by existing or known improvements to highways and where it will not create or add to problems of safety, congestion or damage to the environment;**
- In the case of residential development, existing or new essential local facilities are within convenient walking distance, and should be within 400m walking distance of public transport services.**
- It makes the best use of existing transport networks and has regard to future transport investment proposals, to enhance the viability of public transport services and future ones identified in the Cardiff Transport Strategy and White Paper;**
- It will improve accessibility to existing and new jobs by non-car modes; and**



vi. **Development that generates a large number of passenger movements shall be located in main urban areas or at locations that provide convenient access on foot, by cycle and by public transport.**

**The design of development should:**

vii. **Help to create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;**

viii. **Allow for the efficient delivery of goods, and for access by service and emergency vehicles;**

ix. **Charging of plug-in, shared vehicle services and other ultra-low emission vehicles is enabled in safe, accessible and convenient locations within the development; and**

x. **Not create unacceptable harm to the safe and efficient operation of pedestrian and cycle routes, public rights of way, bridle routes, public transport and the highway.**

**Development that does not support the Well-being of future generations act, Llwybr Newydd: the Wales transport strategy and Welsh government Air Quality and Net Zero Strategies will not be permitted.**

7.421 The purpose of this Policy is to ensure that all new developments for which planning permission is required:

- Properly address the demand for travel and its impacts;
- Contribute to reducing reliance on the private car, in line with national planning policies and the strategic transport objectives and policies of the LDP;
- Make satisfactory provision for access, parking and circulation, particularly by pedestrians, cyclists, public transport users and disabled people with mobility impairments and particular access needs; and
- Avoid unacceptable harm to the safe and efficient use and operation of the road, public transport and other movement networks and routes.

7.422 Measures appropriate to a particular development will depend on its scale, location and use(s). They may include providing for and/or improving, as appropriate:

- The needs of disabled people with mobility impairments and particular access needs;
- The needs of people with prams and/or young children;
- Safe and convenient pedestrian access to and movement within the development, including pedestrian priority measures, lighting, security, and weather protection;
- Walking links to existing pedestrian routes and networks, District and Local centres, open spaces and other community facilities; (e.g. safe routes to school) - for access and recreational purposes - and designed for use by everyone;

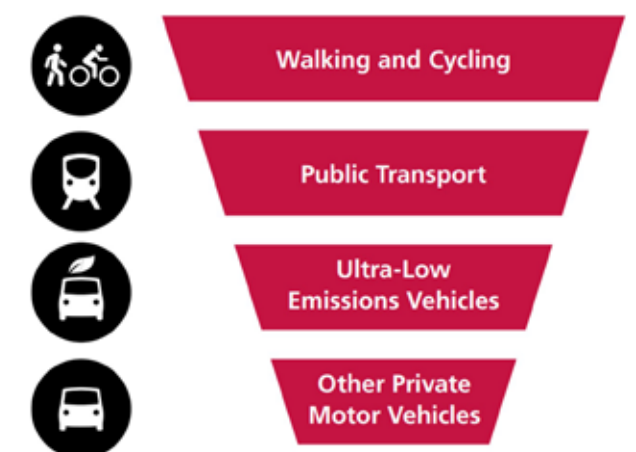
- The strategic recreational routes;
- Cycling links to existing cycle routes and networks, District and Local centres and community facilities designed for use by everyone;
- Secure cycle parking and changing facilities following guidelines in the SPG;
- Management of conflict between modes of access, including vehicles, pedestrians, and cyclists;
- Public transport, including bus stops, bus lanes and interchange facilities;
- Safe vehicular access to the site that does not unreasonably restrict the flow of traffic on the adjoining highway network;
- Traffic and speed management measures; and
- Car and coach parking and servicing facilities following revised guidelines set down in supplementary planning guidance including electric vehicle charging.

7.423 Parking and servicing will be provided, where appropriate, and following the Council's adopted standards.

7.424 In assessing the transport and access aspects of proposals the Council will be more likely to consider developments which through their design and layout give priority to movements by sustainable travel modes and reflect the user hierarchy in The Welsh Transport Strategy as shown in Figure 2.

7.425 As detailed in Planning Policy Wales (Edition 12, February 2024) and Technical Advice Note (TAN) 18 key tools used to appraise and determine the transport impacts of a development proposal are Transport Assessments (TA), Transport Statement (TS) and Travel Plans (TP). A TA is a comprehensive and systematic process to ensure that the transport impacts of the development are properly considered and where appropriate includes measures to help mitigate development impact. A TS is a simplified TA in terms of capacity assessment but does require the same level of attention to all other content and therefore may be sufficient for developments that are predicted to have a less significant impact on the road network. A TP is a package of measures tailored to the needs of an individual site and focused on reducing dependence on the private car. Developers are encouraged to engage with the Council and refer to their published supplementary planning guidance at an early stage of development to agree on the necessary, and site-specific, level of assessment.

**Figure 2 - Hierarchy of Modes Included in the WTS**



## T5: TRANSPORT INTERCHANGES

To facilitate the transfer between transport modes and help to minimise travel demand and reduce car dependency, the following developments will be supported where they are proposed in accordance with wider policies and relevant standards and guidance:

- i. New rail stations which adhere to policy T3;
- ii. Measures to support interchange between local bus services, including facilities to accommodate bus layover and driver facilities;
- iii. Strategically located park-and-ride facilities, supported by attractive, frequent and reliable bus or rapid transit services;
- iv. High-quality passenger facilities including but not limited to seating, information, toilet facilities and secure cycle parking;
- v. Facilities for park and share;
- vi. Facilities for coach parking, taxis and passenger drop off;
- vii. Facilities for overnight lorry parking and freight transfer which could be via multimodal hubs (the transfer of long haul freight to lower impact and more sustainable modes such as small vans or e-cargo bikes);
- viii. Facilities for interchange with water-based transport and opening up the River Taff as a transport corridor, and;
- ix. Strategically located taxi/loading/parking locations with Electric Vehicle charging.

7.426 A transport interchange allows the transfer of travel modes to and from either bus, rail, or in limited circumstances water-based transport. Providing for convenient and efficient interchange between transport modes is vital for making sustainable travel options more attractive and practical. This Policy provides support for all forms of transport interchange that help meet these requirements and deliver the modal shift objectives of the Replacement LDP. These interchanges must be accessible to disabled travellers and people with prams/ young children.

7.427 Taxi/loading/parking locations should be strategically located and not negatively impact active travel or other traffic flows and designed with electric vehicle charging in mind. Their design should be accessible and encourage low-speed and safe environments.

## T6: CARDIFF CITY REGION 'METRO' NETWORK

The Council will seek to facilitate the development of a future regional 'Metro' network of integrated public transport routes and services within Cardiff and connecting the city with the wider southeast Wales region, including the development and/or enhancement of the following on-highway and off-highway infrastructure components:

- i. Existing and new heavy rail routes
- ii. New light rail routes
- iii. Tram
- iv. Tram/train on segregated rails and/or running on street

- v. Conventional buses, or guided buses using busways completely segregated from the main highway along their entire length or for short sections, in combination with the use of the public highway/bus priority measures on the public highway.
- vi. Conventional buses using dedicated bus lanes and assisted by other bus priority measures, in combination with the use of other carriageway space on the public highway;
- vii. Conventional buses using carriageway space on the public highway used by general traffic. Where the alignment of a future route that is likely to form part of a 'Metro' network falls within any part of a development site, the Council will, through the development management process, seek either to secure the provision of the necessary infrastructure as part of the development, or otherwise, safeguard the land and space required to accommodate the route and potential mode options in the future. This will include requiring a development to be designed in a way that does not prejudice the future development of the 'Metro' route and would enable it to be incorporated within the development at a later date.
- viii. Active travel routes to stations and stops on the network with a cohesive wayfinding strategy and branding.

The metro will introduce digital measures to support 'Mobility as a Service' (MAAS) initiatives and the upgrading of traffic signals and digital infrastructure. The council will support developments that respond to or incorporate these changes in the future.

## The Cardiff Metro Network

7.428 The Cardiff City Region Metro is a proposal for a metropolitan style, integrated public transport network extending across Cardiff and South East Wales. The 'Metro' is likely to be developed and delivered in phases over several years. Its purpose is to significantly enhance public transport accessibility across the region. This would be achieved by the physical and operational integration of routes for different public modes and enabling the provision of frequent, fast and efficient public transport services connecting principal settlements and trip destinations in the region.

7.429 A 'Metro' network would include points of interchange and be supported by integrated timetables and ticketing with a common branding. In combination, these elements would enable people to make daily journeys and reach key trip destinations without the need for a car. This enhanced connectivity would have significant economic benefits for Cardiff and the wider City Region, as well as easing pressures on key strategic transport corridors within and beyond Cardiff's boundaries.

7.430 The Council will also support the Welsh Government, Transport for Wales (TfW) and other partners in the development of the Metro which will:

- Support an integrated transport interchange at Cardiff Central, including a new central bus station and supporting key transport interchanges across the city;
- Deliver phase 2 of Crossrail – a new tram-train service from Radyr to Cardiff Bay, via the City Line and a new link south of Central and across Callaghan Square and increasing services to four per hour;

- Deliver new stations at Loudon Square (Butetown), in the heart of Cardiff Bay, Crwys Road and Roath Park;
- Deliver new stations at Gabalfa as well as Victoria Park, Velindre, Roath Dock and Splott thereafter;
- Establish a new Mainline Train Station at Cardiff Parkway in St Mellons;
- A Circle tram-train line to complete an orbital route around the city;
- Deliver station improvements at all existing train stations including extensive regeneration of Queen Street Station;
- A new Metro, in areas of the city such as Ely and Caerau, including bus rapid transit routes which can be delivered in the short term;
- Launch a fully integrated ticketing system for all public transport in Cardiff - including the Metro, bus and cycle rental scheme allowing one ticket to be used across the whole transport system.

7.431 This policy augments Policy SP19 by providing general support for the future delivery of the 'Metro' and how the Council can, through controls exercised through the development management process secure infrastructure forming part of the network or otherwise, safeguard the route alignment, potential mode options and physical space requirements for future 'Metro' routes/corridors.

7.432 This protection will be integrated into the design and layout of approved developments. The policy also provides the basis for resisting developments that would prevent r compromise future delivery of a 'Metro' route.

## T7: ELECTRIC VEHICLE CHARGING

**Electric vehicle charging should be installed in strategic locations and can form part of wider measures to meet the demand for charging points across the city. Electric vehicle charging points will not be supported where they impede the movement of other modes or are deemed to have a negative impact on accessibility of, or upon the needs of, vulnerable users.**

7.433 Cardiff has local air quality issues linked to traffic and congestion, which are highlighted in Cardiff's One Planet Strategy. Increased use of low-emissions vehicles would make a major contribution to tackling this issue, as well as helping to tackle carbon emissions.

7.434 However, one of the main barriers to increased use of low-emissions vehicles is the lack of supporting infrastructure. Therefore, new development should make adequate provision for electric vehicle charging points. The Managing Transportation SPG includes details of how this should be achieved, and specific guidance on the charging requirements for each type of development. It is important that the development of this infrastructure does not impede existing footways or active travel infrastructure but is designed sympathetically through a cohesive strategy following Future Wales: The National Plan for 2040.

7.435 The Electric Vehicle Charging Strategy for Wales (2021) provides further guidance regarding the different charging types and their suitability to certain locations and developments.

## Open Space

### POLICY OS1: PROTECTION OF OPEN SPACE

**Development will not be permitted on areas of open space unless:**

- It would not cause or exacerbate a deficiency of open space in accordance with the most recent open space study; and**
- The open space has no functional or amenity value; and**
- The open space is of no quality or**
- The developers make satisfactory compensatory provision; and, in all cases;**
- The development has no adverse impact upon green infrastructure/ecology and/ or areas of historic conservation importance.**

7.436 The aim of this Policy is to protect open space that has significant functional, conservation, environmental or amenity value. It applies to all areas of open space within the County. The Policy will help protect the current network of open spaces in Cardiff and work toward delivering Policy SP21 and LDP objectives related to maintaining and enhancing a network of green space and corridors.

7.437 The Policy is in accordance with the Future Wales: The National Plan 2040, PPW and Technical Advice Note 16: Sport Recreation and Open Space (2010) which requires that all types of open space are protected, particularly where it has a strategic countywide importance.

7.438 The various types of open space in Cardiff will be listed and explained in detail in the Cardiff Open Space SPG. For the purposes of this policy functional green space includes land that can accommodate formal and / or informal recreational uses including sporting use and opportunities for children's play.

7.439 Proposals for development on areas of functional open space will be assessed against a functional green space requirement of 2.43 hectares per 1,000. This is explained in more detail under Policy OS2.

7.440 In assessing the functional and amenity value of an area of open space, regard will also be given to whether it serves a purely local function or has more strategic countywide importance. Special protection will be afforded to open space that has strategic countywide importance whether for functional, amenity or wildlife purposes.

7.441 The quality of an area of open space will be assessed having regard to issues such as:

- Accessibility;
- Biodiversity;
- Access to Nature;
- Facilities;
- Management and maintenance;
- Contribution to local amenity;
- Contribution to recreation; and
- Strategic value.



7.442 Where a development proposal involving the loss of open space would exacerbate a local or countywide deficiency of functional open space, compensatory provision for open space or alternative provision of equivalent community benefit may be acceptable. This will be explained further in the Open Space SPG.

7.443 The appropriateness of compensatory open space or replacement facilities will be assessed having regard to the importance of the resource to be lost and the needs of the locality. Compensatory provision should:

- Contribute towards meeting the needs of the local community;
- Be of at least equal value to that being lost;
- Be reasonably related to the original site to serve the population affected by the loss;
- Be provided in accordance with the Open Space SPG; and
- Be agreed between the Council and the developer.

7.444 Corridors and networks of open space, like the river valleys, have strategic importance in terms of recreation, amenity and wildlife. The corridors of the rivers Ely, Taff, Rhymney and the Nant Fawr (identified on the Proposals Map) are a particularly important resource within both the urban and rural context, linking the waterfront and the urban area with the countryside. Specific protection of river valleys is set out in Policy CP4.

7.445 Many areas of open space have value for nature conservation. Some are designated for their international, national or local importance, while others contribute more generally to biodiversity. Some areas also have historic conservation importance. These include Historic Gardens and Parks, land within Conservation

Areas and land that provides the setting for Ancient Monuments or other archaeological remains.

7.446 The protection of open space policy will be assessed each year in the Annual Monitoring Report. The loss of open space is a Core Indicator required by Welsh Government and will be monitored on an annual basis, forming part of the Open Space Assessment.

#### **POLICY OS2: PROVISION FOR OPEN SPACE, OUTDOOR RECREATION, CHILDREN'S PLAY AND SPORT**

**Provision for open space, outdoor recreation, sport and opportunities for children's play and sport will be sought in conjunction with all new residential developments over five units. This policy is aimed at securing the provision or improvement of open space and other appropriate outdoor recreation and sport and play in conjunction with all new residential developments over 5 units and on site provision of functional open space in conjunction with all new residential developments over 20 units. The appropriate amount of multi-functional green space is based on a minimum of 2.43 hectares of functional open space per 1,000 projected population. All other open space provision, including natural and semi-natural green space will be in addition to the provision of multi-functional green space.**

7.447 This Policy will help enhance the existing network of green spaces and provide increased opportunities for healthy recreation and leisure activities in line with LDP objectives for sustainable living. Improving the provision of open space is particularly important in some areas of South Cardiff where communities have poorer access to areas of open space.

7.448 Obtaining functional open space and appropriate provision for sport through the development process is provided for in PPW. It explains that Local Planning Authorities may be justified in seeking Section 106 Planning Agreements to contribute to the maintenance of safe and attractive facilities and open space, and to meet the needs of new communities, including areas with opportunities to play.

7.449 This Policy applies to all new proposed housing developments, redevelopment schemes, conversions and mixed-use developments containing housing, older person's accommodation and student accommodation over 5 units.

7.450 The Open Space SPG will set out detailed guidance on how the provision of functional open space, outdoor recreation, opportunities to play and sport in new residential developments will be assessed and managed. It will explain that the amount of open space provision generated by a housing proposal will be assessed in relation to its type and density. Consideration will also be given to the availability and adequacy of existing functional open space within the surrounding area.

4.451 The Council will therefore seek to secure a range of improvements for accessible, high quality open space, sport and outdoor recreation provision, as appropriate to the particular site and development proposal.

7.452 These may include one or more of the following:

- Provision of as much necessary open space provision as possible, on site or on readily accessible sites;

- Contribution towards the improvement of existing open space facilities on readily accessible sites;
- Improvements to the network of recreational routes and open spaces; and
- Improvements to the public realm (in line with Policy SP4: High Quality and Sustainable Design) and improved public access to waterfront areas.

7.453 Due to the shortage of open space and recreation facilities in central and inner parts of the city and the limited opportunities for improvement, provision for open space and/or improving links with nearby open spaces may be sought on large-scale commercial developments in accordance with Policy SP6 on Planning Obligations.

7.454 As a general rule, provision of a satisfactory level and standard of open space will be sought on all new residential developments. For those developments of 20 or more dwellings the amount of on-site open space provision is calculated from the projected population of the development and the application of the minimum standard of 2.43 hectares of functional open space per 1,000 population. However this standard will be applied flexibly in recognition that:

- In certain circumstances, provision of all-weather facilities can be more effective than traditional pitches;
- Changing trends in sport, recreation and leisure and the importance of providing outdoor and indoor facilities; and
- Achievement of provision in strict accordance with the standard can sometimes be impractical and/or inappropriate on previously developed sites.

7.455 Open spaces should be designed in line with Cardiff Open Space SPG guidelines to create a landscaped open space which fulfils its function with efficiency, can be maintained in a viable condition and contributes to the welfare and appearance of the environment. Functional open spaces can fulfil a number of roles including minimising vandalism, increasing privacy, providing wildlife habitats and minimising the intrusion of noise and air pollution.

7.456 As outlined in Policy P1 opportunities for children to play should be considered throughout a development, and not restricted to the provision of designated play areas.

7.457 The implementation of policies designed to provide and protect public open space throughout Cardiff would also serve to offset any increase in recreational pressure on the Cardiff Beech Woods SAC, thereby helping to avoid the likelihood that this LDP will have a significant effect upon this site.

**PLAY**

**P1: PLAY AND INFORMAL RECREATION**

**Development proposals for schemes that are likely to be used by children and young people should:**

- i. **increase opportunities for play and informal recreation and enable children and young people to be independently mobile;**
- ii. **For residential developments, incorporate good-quality, accessible play provision for**

**all ages, genders and abilities that:**

- a) **provides a stimulating environment and allows children of all ages to play together in different ways;**
- b) **provides appropriate risk and challenge and evolves as children grow;**
- c) **forms an integral part of the surrounding neighbourhood and are in the best possible place;**
- d) **can be accessed safely from the street by children and young people independently;**
- e) **incorporates trees and/or other forms of greenery;**
- f) **is overlooked to enable passive surveillance; and**
- g) **is not segregated by tenure.**

iii. **incorporate accessible walking and active travel routes for children and young people to existing play provision, schools and youth centres, within the local area, which enable them to play and move around their local neighbourhood safely and independently.**

iv. **For large-scale public realm developments, consider opportunities for formal and informal play.**

7.458 Safe and stimulating play is essential for children and young people's mental and physical health. It is not just an activity confined to playgrounds and play areas but is something that can be done in all aspects of a child's life, in a wide variety of locations and environments. Accessing a variety of opportunities for play and being able to be independently mobile within their neighbourhood, is important for children and young people's wellbeing and development.

7.459 Many children and young people, however, find that there are limited opportunities for them to play in their local neighbourhood. This is often not because of a lack of formal play provision, but due to restrictive street design and layouts, poor links between spaces for play and recreation, and the threat of busy roads and traffic. Developments should encourage children and young people to move around freely through safe streets and footpath networks that connect to more formal play provision, green spaces and parks, and that follow the Healthy Streets Approach.

7.460 It should be recognised that children play in all sorts of spaces, not just designated play spaces and this should generally be encouraged and taken account of in the design and layout of development. Provision of opportunities for play will be considered in relation to Policy OS2, but is also encouraged to be provided outside of designated play spaces, such as public spaces and routes to school.

7.461 When providing leisure, sport and play spaces, consideration must be given to gender equality, and accessibility for all users, and align with local population needs. Spaces should be designed to support and encourage play and sport through:

- identifying population needs for different environments for play at different life stages
- providing safe spaces for play, especially for girls and women
- providing inclusive open and green/blue spaces
- ensuring location, density and the diverse activities provided address health and environmental inequalities.
- Providing opportunities to play for those with additional learning needs (ALN) and disabilities.

7.462 Cardiff is the first city in the UK to be formally recognised a UNICEF Child Friendly City (CFC): a city with children and young people at its heart, where the rights of children and young people are respected by all, a great place to grow up. As part of the Council's overall Child Friendly City approach urban planning and design is identified as a child friendly priority area and this policy seeks to embed this approach in the plan.

7.463 Further information on the implementation of this policy will be set out in the Play SPG. This guidance will supplement the Open Space SPG and will be informed by the Ministerial Review of Play and Cardiff's Play Sufficiency Assessment (PSA), emphasising the importance of embedding play opportunities within the urban environment to enhance the physical, mental, social, and emotional development of children. By aligning the Play SPG with the Ministerial Review of Play and PSA, Cardiff can ensure a comprehensive and cohesive approach to enhancing play opportunities across the city, supporting the vision of a child-friendly Cardiff where the rights of children to play are fully realised.

## Net Zero, Renewable Energy and climate Change

### RE1: RENEWABLE AND LOW CARBON ENERGY DEVELOPMENT

Renewable energy development is required to support the transition to a low carbon future. Development proposals associated with the generation or, storage or provision of renewable and low carbon energy will be supported where:

- i. The scale and nature of the development, its construction and infrastructure connections do not cause unacceptable adverse impacts on:
  - a. the landscape or seascape character of the area.
  - b. designated sites for nature conservation, or protected habitats and species
  - c. the historic environment, or protected built heritage assets
  - d. the amenity of nearby communities
- ii. Key, landscape, heritage, cultural and biodiversity features are retained and maintained as part of development and decommissioning proposals.
- iii. Existing infrastructure or operations, including marine and those related to aviation are maintained.

- iv. Proposals detail the operation lifespan of the development and include appropriate provisions relating to the decommissioning and removal of infrastructure and apparatus at the end of service, together with proposals for effective land restoration.
- v. Due consideration has been given to the materials flows generated, such as those required for anaerobic digestion, by the development to ensure the sustainable use and management of resources
- vi. Proposals are consistent with other policies within the development plan.

7.464 Welsh Government is required to reduce emissions of greenhouse gases in Wales to net zero by 2050 and has set a target for 70% of electricity consumption to be generated from renewable energy by 2030.

7.465 Cardiff Council has itself declared a climate emergency and has pledged to becoming carbon neutral by 2030. At the same time energy demand is predicted to increase in future, with for example the electrification of transport and heat. In a recent review of its targets Welsh Government reiterated the scale of the challenge that lies ahead stating: "Our analysis demonstrates that in all net zero pathways renewable energy deployment must accelerate and be sustained for the next three decades – at a rate greater than that achieved over the last decade."

7.466 In this context, it is clear that increased deployment of renewables at all scales will assist in achieving these ambitious overarching targets. To this end, the Council's One Planet strategy sets out a range of actions designed to deliver the transition to net zero in Cardiff, including renewable energy projects, both large and small in scale. Consideration should also be given to wider infrastructure or operational impacts such as those from transport in connection to energy from waste plant.

7.467 At the same time, Cardiff remains a relatively compact city bordered by both coastline and countryside and remains home to a rich mixture of historic and natural assets of significant value. Policy RE1 is therefore intended as a framework to guide development to appropriate locations, having regard to the sensitive natural and built surroundings which are often found in a dense city setting.

### RE2: NET ZERO DEVELOPMENT

**All new build development, on major and strategic sites will be expected to achieve carbon net zero regulated emissions through measures such as maximising energy efficiency, utilising sustainable heating and cooling systems and incorporating onsite renewable energy generation.**

**All Major Development proposals must submit an energy statement, appropriate for the scale and nature of the development proposal and prepared by competent experts, that:**

- Follows the stepped approach set out by the energy hierarchy in the design, construction and operation of development

- Examines the full range of measures, technologies and opportunities available to achieve Net Zero Development
- Demonstrates it aligns with the Local Area Energy Plan and making buildings low carbon

**Following detailed assessment where Net Zero cannot be achieved for financial reasons proposals should demonstrate how the development is designed and constructed to accommodate adaptations in the future to achieve net zero**

**Where Net zero cannot be achieved for other than financial reasons a financial contribution will be sought to support local carbon reduction projects.**

7.468 PPW enables Local Planning Authorities to assess strategic sites to identify opportunities to require higher sustainable building standards (including zero carbon) where requirements are demonstrated to be evidence-based and viable. Particular reference is made to opportunities for minimising carbon emissions associated with the heating, cooling and power systems. This includes utilising new or existing low and zero carbon energy supply systems (such as district heating systems and networks), encouraging the development of new opportunities to supply proposed and existing development, and maximising opportunities to co-locate potential heat customers and suppliers.

7.469 In preparing the LDP, Cardiff Council has undertaken a Local Area Energy Plan (LAEP). The LAEP identifies the preferred combination of technological and system changes needed to the local energy system, to decarbonise heat and local transport and realise opportunities for local renewable energy production.



7.470 The co-location of high density and mixed-use development can present significant opportunities for utilising renewable and low carbon technologies, including energy supply systems. Both major development sites and the identified strategic sites will form a large percentage of future development in Cardiff and are likely to play a significant role in Cardiff meeting its renewable energy potential identified in the REA. Major development sites are taken to be those of 100 dwellings and above, or commercial developments of 1,000 square metres or more.

7.471 Developers are expected to submit an independent energy assessment investigating the financial viability and technical feasibility of incorporating such schemes. Statements should be submitted at the planning application stage to ensure that any viability assessment reflects technological developments and economic circumstances. Developers should refer to the Council's REA and Preliminary Heat Opportunities Plan in undertaking their energy assessments to identify possible opportunities for renewable and low carbon technologies. In implementing this Policy it is expected that developers follow the energy hierarchy as advocated by national policy (TAN 12). Further guidance in relation to energy assessments will be issued in the form of SPG. This will specify what is expected of developers to meet the requirement of Policy RE2.

7.472 PPW contains national policy relating to climate responsive development and specifies the current sustainable building standards in Wales, the Energy Hierarchy and contains national development management policy in relation to planning applications for renewable and low carbon energy development and associated infrastructure. Accordingly,

developers should refer to this for further guidance.

## Flood Risk and managing water resources

### W1: WATER SENSITIVE DESIGN

**Development should apply water sensitive urban design solutions (the process of integrating water cycle management with the built environment through planning and urban design). To include the management of:**

- I. **Water demand and supply;**
- II. **Waste water and pollution;**
- III. **Rainfall and runoff;**
- IV. **Watercourses and water resource**
- V. **Flooding; and**
- VI. **Water pathways.**

**The above will employ nature-based solutions (and thus the improvement of green infrastructure) as a fundamental solution to these challenges, including ecological enhancement**

7.473 Increasing pressures on urban drainage systems and challenges of water management highlight the need to redress the balance of the water cycle. The International Panel of Climate Change in their 2023 6th Synthesis Report on Climate Change identify that Wales can expect more extreme weather events including an increase in the frequency of intense rainfall. Natural Resources Wales and Welsh Water support these findings.

7.474 There is a need for an approach where the whole urban water cycle is incorporated into a holistic system. Water sensitive design focuses on managing water locally and reducing demands on the strategic network.

7.475 Such examples of integrated water cycle management include Sustainable Drainage Systems (SUDS); water recycling; and the holistic integration of surface water systems designed into the development layout, as well as into networks of green spaces applicable at a range of spatial scales, such as gardens, green roofs, streets, car parks and river corridors.

7.476 There is a need for all those involved in the water industry and built environment to work together to create a sustainable strategy for expanding the water ecosystem whilst providing opportunities for wildlife, adaptable landscapes, health and exercise. Implementation of this Policy, which is aimed in part at improving water resource use efficiency, will counteract increases in water demand arising from the implementation of other policies in the Plan.

7.477 The benefits of a water sensitive urban design initiative are; reduction of flood risk; security of water supply; better watercourse health, more affordable water bills; improved health and well-being, celebration of environment, local character and community; delivery of green infrastructure and efficiencies; creation of attractive places and improved ecosystem health.

### W2: PROTECTION OF WATER RESOURCES

**Development will not be permitted that would cause unacceptable harm to the quality or quantity of underground, surface or coastal waters.**

7.478 This policy aims to maintain and enhance the quality and quantity of water resources, including rivers, lakes, ponds and other water bodies, which are important for a wide range of uses and users. Poor and deteriorating water quality and compromised water quantity can affect the supply of water resources for industrial and domestic consumption, fisheries, amenity, recreation and nature conservation.

7.479 The EU Water Framework Directive (2000/60/EC) establishes a strategic approach to water management and a common means of protecting and setting environmental objectives for all ground waters and surface waters. It aims to protect and restore clean water and ensure its long-term sustainable use. PPW emphasises that planning controls should be used to prevent the location of incompatible land uses and development close to potential sources of pollution.

7.480 Development will only be allowed where provision is made for the necessary infrastructure to protect water quality and quantity. Planning permission may be granted subject to conditions to secure the necessary measures, or developers may be required to enter into planning obligations. Applications that cannot provide adequate protection of watercourses, ground and surface water will be refused. New development that:

- Poses an unacceptable risk to ground water or water courses;
- Poses an unacceptable risk of ground water pollution, depletion or obstruction; and
- Incorporates inappropriate measures to prevent pollution will be refused planning permission, unless appropriate measures to prevent pollution can be incorporated into the development proposal.

7.481 Future development will be limited to areas where adequate water resources exist or they can be reasonably provided without adversely affecting existing abstractions, river flows, water quality, agriculture, fisheries, amenity or nature conservation and where provision coincides with the timing of development. Existing groundwater and river levels must be maintained, and water pollution must be avoided.

7.482 Natural Resources Wales is responsible for protecting and improving the water environment. The Council will consult NRW and Caldicot and Wentlooge Levels Internal Drainage Board, where necessary, on any proposal that is likely to affect the supply of water, the quality of water, or is likely to be affected by, or cause flooding. Levels of impact and risk will be assessed through consultation with these bodies.

7.483 Planning permission will not be granted for development that, in the opinion of the Council, following consultation with NRW and the Caldicot and Wentlooge Levels Internal Drainage Board, would adversely affect the quality, quantity or supply of surface water or groundwater as a result of:

- The nature of the surface or waste water discharge; or
- Unsatisfactory agreements for the disposal of foul sewerage, trade effluent or surface water; or
- The spillage or leakage of stored oil or chemicals.

7.484 Planning permission will not be granted for developments involving local abstraction of surface or ground water which, in the opinion of the Council, following consultation with Natural Resources Wales and the Caldicot and Wentlooge Levels Internal Drainage Board, would:

- Increase requirements for water, unless an adequate water supply already exists or would be provided in time to serve the development; or
- Pose an unacceptable risk to the current supply of water uses.

7.485 Developments that improve the quality of the water environment or help to prevent water pollution or flooding will be favoured. Implementation of this Policy, which is aimed in part at improving water resource use efficiency, will counteract increases in water demand arising from implementation of other policies in the Plan.

### W3: FLOOD RISK

#### Development will not be permitted:

- I. **Within tidal or fluvial flood plains unless it can be demonstrated that the site is justified in line with national guidance and an appropriate detailed technical assessment has been undertaken to ensure that the development is designed to alleviate the threat and consequences of flooding over its lifetime;**
- II. **Where it would increase the risk of flooding from fluvial and/or tidal flooding or from additional run-off from the development in any location;**

### III. **Where it would hinder future maintenance or improvement schemes of flood defences and watercourses;**

### IV. **Where it would cause adverse effects on the integrity of tidal or fluvial defences;**

**Proposals involving bedrooms on ground or lower floors in areas liable to flooding are unlikely to be acceptable, unless satisfactory mitigation measures can be demonstrated in accordance with TAN15.**

**Where appropriate the developer should demonstrate that they have considered the need to incorporate environmentally sympathetic flood risk mitigation measures such as Sustainable Drainage Systems (SUDS), especially capitalising on nature based solutions.**

7.486 The purpose of this Policy is to avert development from where it would be at risk from river, ordinary watercourse, coastal, surface water flooding or where it would increase the risk of flooding or additional run off from development elsewhere.

7.487 The Policy will help deliver LDP objectives relating to flood risk and reflects advice set out in PPW and Technical Advice Note 15: Development and Flood Risk (July 2004).

7.488 TAN15 states that the development advice maps are based on the best available information considered sufficient to determine when flood risk issues need to be taken into account in planning future development. The Flood Map for Planning shows high flood risk areas and are based on Natural Resources Wales extreme flood outlines for tidal and fluvial flooding. These areas are shown on the Constraints Map based on information from the latest Flood Map for Planning.

7.489 The Council is required to consult Natural Resources Wales and Caldicot and Wentlooge Levels Internal Drainage Board on planning applications that have any flooding implications. It must have good reasons if it does not intend to follow Natural Resource Wales advice as it forms a material consideration.

7.490 The Flood and Water Management Act (FWMA) that was introduced in 2010, places a duty on Cardiff Council to prepare a Local Flood Risk Management Strategy (LFRMS) that sets out how the Council will proactively seek to minimise flood risk and prepare our communities.

7.491 Cardiff Council is now a Lead Local Flood Authority (LLFA) as defined by the new Flood and Water Management Act 2010. The FWMA aims to provide better, more comprehensive management of flood risk for people, homes and businesses. This role includes ensuring that flood risk from all sources is suitably managed and aims to promote an integrated approach to planning and managing all forms of flood risk.

7.492 Cardiff Council in general are opposed to the culverting of watercourses because of the adverse ecological, flood risk and other effects that are likely to arise. Culverting can exacerbate the risk of flooding and increase the maintenance requirements for a watercourse. It also destroys wildlife habitats, damages a natural amenity and interrupts the continuity of the linear habitat of a watercourse. It is recognised there are various reasons why in some instances landowners, developers and local authorities believe that open watercourses should be culverted. However, Cardiff Council considers any benefits are usually outweighed by the potential problems in managing the system, the loss of habitats and difficulty in pollution detection.

7.493 New developments will only be permitted where the Council is satisfied that they will not result in adverse effects on the quality and/or quantity of surface waters or groundwater resources. Where detailed information in respect of flood risk is not available, developers will be required to carry out a Flood Consequence Assessment (FCA) to evaluate the extent of risk and ensure that no unacceptable development occurs within the flood risk area identified.

7.494 Managing flooding is an important part of contributing towards achieving sustainability. Developers, wherever necessary and appropriate, are required to incorporate environmentally sympathetic mitigation measures into their proposals. This would include such measures as Sustainable Urban Drainage Systems (SUDS). SUDS are seen as a means to control surface water which provide a valuable amenity asset and new habitats for wildlife.

7.495 In general, development will be resisted in identified flood plains or areas at unacceptable risk from flooding or where third parties may be adversely affected by an increased flood risk. Proposals involving bedrooms on ground or lower floors in areas liable to flood will not be acceptable. Development will only be permitted if the risks and consequences can be demonstrated to be managed to an acceptable level in line with national planning policy, in particular the tests set out in TAN 15.

## Air, Noise, Light Pollution and Contaminated Land

### PC1: AIR, NOISE, LIGHT POLLUTION AND LAND CONTAMINATION

**Development will not be permitted where it would cause or result in unacceptable harm to health, local amenity, the character and quality of the countryside, green infrastructure or nature conservation assets, landscape or built heritage importance because of air, noise, light pollution or the presence of unacceptable levels of land contamination.**

7.496 The purposes of the Policy are to ensure that:

- Developments that would generate unacceptable levels of air, noise, dust, fumes, odour or light pollution are appropriately located and controlled;
- Incompatible land uses and development are not located close to potential sources of pollution; and
- Developments are suitable for the proposed end use and that any actual or potential land contamination can be overcome, thereby ensuring that there is no unacceptable harm to human health or the environment.

7.497 PPW emphasises that whilst planning controls should be used to control the above matters, they should not be used to control matters that are the proper concern of pollution control regimes.

7.498 Development will likely be refused where pollution emissions cannot be adequately mitigated to an acceptable standard. The use of planning conditions will be considered where adverse effects can be mitigated to an acceptable standard.

### Air Quality

7.499 Poor air quality can impact on people's health / quality of life and amenity, as well as nature conservation and built heritage interests. Local authorities are required to assess air quality in their areas against National Air Quality Standards. Where the need arises as a result of a proposed development, developers will be requested to provide an Air Quality Assessment (AQA) and, in the event of an adverse assessment, a proposed scheme of mitigation measures. The Institute of Air Quality Management (IAQM) and Environmental Protection UK (EPUK) provide guidance and indicative criteria in which a developer should submit an AQA.

7.500 Poor air quality is a problem in certain areas of Cardiff. Current air quality assessments have identified four areas of the County where statutory air quality standards are being exceeded. The Council has identified these as Air Quality Management Areas:

- Cardiff City Centre;
- Ely Bridge;
- Stephenson Court, Newport Road; and
- Cardiff Road, Llandaff.

7.501 These areas suffer from high levels of pollution caused by road traffic. As part of its statutory monitoring of air quality within the city the Council will annually review air quality and may revoke or declare additional Air Quality Management Areas as appropriate. In determining planning applications, consideration will be given to a development's likely effect in terms of air pollution it may cause directly, but also in terms of any increase or decrease in traffic it may generate.

7.502 Where a development is likely to affect air quality significantly (i.e. Where air quality standards are, or are likely to be breached, or a new residential development gives rise to the need for a new Air Quality Management Area to be declared by introducing residents to areas where air quality standards are already being breached) then an application may be approved subject to conditions mitigating its impact on air quality, or refused where appropriate.

7.503 New developments should not contravene the Council's Air Quality Action Plan (AQAP) or render any of the measures unworkable. Whenever feasible, new construction shouldn't form a new "street canyon" or a structure that prevents pollution from dispersing effectively. Ensuring sustainable development need to be the primary focus of any application. Whenever possible, habitable rooms should be placed away from major roadways, and combustion-generated pollutants should be directed through strategically placed vents or chimney stacks to reduce public exposure to pollution sources.



7.504 When a development results in a significant increase in traffic, it should provide a detailed travel plan that outlines steps to encourage active travel and sustainable modes of transportation like walking, bicycling, and public transportation. It should also include provisions for measuring the plan's implementation and impact, improved connections to bus stops, and upgraded infrastructure and layouts that promote safety and accessibility.

7.505 Guidance is available for developers on the provision of Electric Vehicle (EV) charging points in new developments. This sets out the Councils expectations on the minimum number of electric charging points that should be provided depending on the nature of the development. Considerations must be given to Cardiff Green Infrastructure Supplementary Planning Guidance (SPG). - This document provides planning advice on a number of areas relating to development and the environment, including protection and provision of open space, ecology and biodiversity, trees, soils, public rights of way, and river corridors.

### Noise and Soundscapes

7.506 Noise can have a harmful impact on people's health and quality of life. Exposure to noise can cause sleep disturbance, cardiovascular disease, poor performance, learning and mental health problems , annoyance and stress.

7.507 Major transport routes (road, rail and air) and some industrial and commercial activities can generate particularly high noise levels.

7.508 Developments such as housing, schools and hospitals can be particularly sensitive to noise, as can areas of landscape, nature or built heritage importance. Where possible, new developments that are particularly noise-sensitive should be located away from existing or proposed sources of significant noise.

7.509 Issues of noise and nuisance are considered on a case-by-case basis having regard to the proposal, site context and surrounding uses.

7.510 Welsh Government have published the Noise and Soundscape Plan for Wales 2023-2028, which is a statutory national strategy published in accordance with Part 2 of the Environmental (Air Quality and Soundscapes) (Wales) Act 2024. The plan contains Welsh Government's policies with respect to the assessment, management and design of soundscapes in Wales. 'Soundscapes' has been defined as the acoustic (i.e. sound) environment as perceived or experienced and/or understood by a person or people in context.

### The plan seeks to encourage a more joined-up approach towards air quality and soundscape considerations.

7.511 Under Regulations, the Welsh Ministers had an obligation to make strategic noise maps for:

- agglomerations (large urban areas with populations of more than 100,000);
- major roads (those with more than three million vehicle passages per year); and
- major railways (those with more than 30,000 train passages per year).

7.512 The noise maps have been published by the Welsh Government within the Noise and Soundscape Plan.

7.513 Mitigating noise issues after they have arisen can be a lot more expensive than avoiding them in the first place through good design. It is therefore desirable to seek interventions that bring multiple benefits, such as reducing people's exposure to air pollutants, making buildings more energy-efficient, encouraging safer driving or improving the road surface for drivers and cyclists at the same time as decreasing noise levels.

7.514 Special consideration is required where noise-generating development is proposed in or near special areas such as urban quiet areas, which are tranquil urban green spaces designated by the Welsh Government. Quiet Areas have been designated as part of the implementation of the Environmental Noise (Wales) Regulations 2006, and aim to protect those areas against an increase in noise.

7.515 There are currently 12 quiet areas within Cardiff, namely:

- Heath Park;
- Park Cae Delyn;
- Roath Park;
- Roath Park Pleasure Garden;
- Roath Park Recreational Ground; and
- Thompson Park.
- Splott Park
- Victoria Park
- Insole Court
- Fairwater Park
- Bute Park
- Llanishen Park

### Noise-generating development

7.516 Necessary new developments that would give rise to high noise levels, including proposed transport schemes, entertainment venues, waste/recycling/energy plants, sports and recreation developments etc, should be located and designed so as to minimise their impact on air quality and soundscape. Consideration should be given to all potential noise and vibration sources including, but not limited to, entertainment noise, noise from people, plant/ equipment noise, noise from servicing/delivery activities.

7.517 Where noise and vibration impacts are unavoidable, the applicant should demonstrate that any negative impact on amenity has been identified and mitigated through appropriate measures.

7.518 Noise and vibration from activities in gyms can be particularly difficult to remedy once a development is completed. Although not formally adopted in Wales, it is expected that applicants for gyms adjoining noise-sensitive properties take account of ProPG: Gym Acoustics Guidance- March 2023 at the design stage.

### Noise-sensitive developments

7.519 Where noise-sensitive development needs to be located close to transport infrastructure for access reasons, or other noise generating premises, it should be designed to reduce negative air quality and soundscape impacts. Where necessary, developers will be required to provide an assessment of noise and soundscape impact, together with proposals for mitigation.

7.520 Where internal noise levels are dependent on windows remaining closed, design measures to mitigate overheating and provide adequate ventilation should be provided.

7.521 In general, the following noise limits are expected for residential development:

- 07:00 – 23:00:
  - Living Room 35dB LAeq (16 hr)
  - Dining room/area 40dB LAeq (16hr)
  - Bedroom 35dB LAeq (16 hr)
  - Outdoor space 50dB LAeq (16hr)
- 23:00- 07:00:
  - Bedroom 30dB LAeq (8hr)

7.522 For proposed residential developments near premises utilising amplified music for entertainment or other potential sources of low frequency noise, the following is likely to be sought:

- Noise Rating Curve NR20 at all times in any habitable room.

7.523 As stated above, there should be a joined-up approach to considerations for soundscape and air quality. It is important that these are not considered in isolation and implementing one does not have an adverse effect on the other e.g. a barrier to mitigate noise causing a canyon effect that reduces the air quality.

7.524 Solutions for providing good internal soundscapes as well as good levels of air quality may need similar measures such as the requirement for mechanical ventilation system.

### Air source Heat Pumps

7.525 Wales's current permitted development rights to install an air source heat pump require a minimum 3-metre distance from the neighbour's boundary to reduce noise pollution potential. The installation also needs to be in accordance with the Microgeneration Certification Scheme (MCS). A noise impact assessment may be required for installations that require planning permission.

7.526 Welsh Government have published a report on "Air Source Heat Pump Noise and Permitted Development Rights in Wales" to address whether noise is a central factor affecting ASHP placement, and to gain a better understanding of the obstacles to ASHP deployment relating to noise. Welsh Government will review the report's recommendations.

### Transport-Related & Industrial Noise

7.527 Technical Advice Note (TAN) 11: 'Noise' (1997), provides guidance to developers around environmental noise such as transport and industrial noise, and specifies Noise Exposure Categories for dwellings.

7.528 Welsh Government plans to update TAN 11 to also include air quality and soundscapes and will set out the general expectations for developers, designers, consultants and planning authorities around airborne pollution and soundscapes.

### Construction/Demolition

7.529 Pollution in the form of noise, vibration, dust, and lighting is often attributable to construction and demolition activities. Pollution should be mitigated for, and developers may be required to include these considerations within a formalised Construction/Demolition

### Environmental Management Plan.

7.530 The Shared Regulatory Service (SRS) have published a handbook on mitigating the negative impacts of construction and demolition activities.

### Light Pollution

7.531 The provision of lighting can help prevent crime and the fear of crime, enhance safety and security, and facilitate some sport and recreational activities. However, it can also be intrusive, cause glare, distraction, sky glow and have a harmful impact on natural and built heritage assets, the amenity of neighbouring land uses and traffic safety. Good design can reduce the impact of light pollution from artificial light on local amenity, dark landscapes and nature conservation.

7.532 Where new lighting constitutes development (e.g. floodlighting) it is principally controlled through the planning system. Planning permission can be refused if the design of proposed lighting systems is not considered satisfactory in order to prevent light pollution. Where necessary, planning permission will be conditioned to ensure that the design and operation of lighting systems are satisfactory and/or to prevent light pollution.

### Illuminated signs/media boards

7.533 In addition, to traditional lighting and floodlighting schemes, advertising and media boards that utilise moving imagery, may impact highway users and local receptors, by distraction as well as glare and should be carefully designed and controlled to limit impact on existing receptors. Careful consideration will be given to the size, location, materials, design and method of illumination of proposed signs and media boards.

### Odour

7.534 Developments such as restaurants, takeaways, and industrial and agricultural activities can produce adverse odour. To protect public amenity, developments should address the impact of odour through appropriate mitigation measures. As assessment may be required to evidence this.

## Minerals and Waste

### MW1: MINERAL LIMESTONE RESERVES AND RESOURCES

**Mineral reserves with planning permission will be safeguarded from development that would prevent their extraction at:**

- i. Creigiau Quarry;
- ii. Taffs Well Quarry;
- iii. Ton Mawr Quarry; and
- iv. Blaengwynlais Quarry.

**A Preferred Area of known resource suitable for the future working of Limestone has been identified as an extension to Ton Mawr Quarry.**

7.535 The aim of this Policy is to protect identified mineral limestone reserves and resources from incompatible forms of development that could cause sterilisation and prevent them from being worked, so that they remain available for future generations.

7.536 This Policy expands on Policy SP11 and aims to protect existing mineral reserves and potential resources from development that would preclude their future extraction. It corresponds with guidance contained in PPW, a key principle of which is to provide mineral resources to meet society's needs and to safeguard resources from sterilisation.

7.537 Mineral reserves are sites with planning permission for mineral working. Cardiff has several mineral reserves, which are identified on the Proposals Map. These are limestone quarries which are active at present, or those which have planning permission for the

working of limestone. The Preferred Area of known resource is a site considered suitable for the future working of limestone. The area is identified on the Proposals Map.

7.538 Permanent development on, or close to, mineral reserves or resources can mean that the minerals become sterilised or future extraction hindered. The identified reserves and resource will be protected from incompatible forms of development in order to prevent this. Incompatible forms of development include premature in-filling with waste or other material, and permanent building development. Policy M4 on Minerals Buffer Zones further protects such areas by defining buffer zones around the identified reserves and resource, within which neither mineral working nor housing and other similarly sensitive development will be permitted.

### MW2: PREFERRED ORDER OF MINERAL RESOURCE RELEASE

**The extension or deepening of existing mineral workings will be favoured in preference to the release of new sites and, with the exception of the lateral extension to Ton Mawr Quarry referred to in Policy M1, deepening will be preferred to lateral extension. Applications to extend or deepen mineral workings will be permitted where it can be demonstrated that:**

- i. **There are environmental improvements at the site which can be justified by the addition of new reserves, or traded off by the giving up of existing reserves, or;**
- ii. **The addition of new reserves preserves the productive capacity of Cardiff to meet its sub regional apportionment commitments; or**

- iii. **There are operational benefits in permitting further reserves that will lead to more efficient exploitation of the resource;**
- iv. **It should also be demonstrated that such an approach will not cause unacceptable harm to the environment, including consideration of impacts relating to access, noise, air quality, landscape and visual effects, ecology, soil resources, hydrology and hydrogeology, blast vibration and cultural heritage.**

7.539 The purpose of this policy is to set out the sequential test approach which would be used to guide the future release of mineral resources, should this be necessary.

7.540 This Policy expands on Policy SP11 and promotes and supports the efficient use of minerals. The Policy accords with guidance contained in PPW which recognises that extensions to existing minerals workings are often more generally acceptable than new greenfield sites.

7.541 Generally, the continuation of quarrying at existing sites is preferable to the environmental and financial upheaval of shifting production to new sites. In addition, the deepening of sites is preferred to lateral extension as it minimises the area of land given over to working and ensures the best use of existing reserves. However, in determining the best option, consideration will need to be given to possible environmental and restoration implications.

7.542 The life of any reserves released will be restricted to enable new technology and new environmental expectations to be reflected, without compromising the ability of operators

to amortise their investment in plant. In addition, reserves will not be released prematurely to avoid sterilisation of land, and to ensure operators maximise the use of existing sites before moving into new areas. This will also help ensure that older sites can be restored earlier.

7.543 In determining the best option, consideration will need to be given to the possible impact on the environment, natural heritage and built heritage.

### MW3: QUARRY CLOSURES AND EXTENSION LIMITS

**Measures to prevent further mineral working and, where appropriate, to secure restoration and landscaping works at the earliest opportunity, will be sought at the following sites:**

- i. Cefn Garw Quarry, Tongwynlais;
- ii. Highland Park Brickworks, Ely; and
- iii. West End Brickworks, Ely.

7.544 The aim of this Policy is to introduce measures to prevent further extraction of minerals at the sites above, as shown on the Proposals Map, as mineral working is no longer considered appropriate at these locations.

7.545 This Policy expands on Policy SP11. It accords with guidance contained in PPW, which states that inactive sites with planning permission for future working which are considered unlikely to be activated for the foreseeable future should be identified in the development plan and should be the subject of a suitable strategy.



7.546 The Policy identifies three mineral sites where mineral working is no longer considered appropriate by modern standards.

7.547 Cardiff contains several quarries for limestone or brick-earth that have not been worked for many years and in many cases have either re-vegetated naturally or have been put to alternative uses. For example, the part of Ely Brickworks within Cardiff has now been largely covered by the Ely Link Road. Despite long periods of disuse or alternative uses of some sites, planning permissions for mineral extraction still exist and could be reactivated at these sites. The sites identified have been effectively abandoned by the minerals industry for many years. By today's environmental standards, they are no longer suitable for mineral working and so are not needed for mineral purposes.

7.548 To eliminate any doubt over possible re-working at the sites outlined in (i) to (iii) above, measures to prevent further extraction and secure restoration and landscaping works will be pursued. Measures will include the use of Prohibition Orders to ensure that no further working can take place.

#### **MW4: MINERALS BUFFER ZONES**

**Within the minerals buffer zones no mineral working, housing or other sensitive development will be permitted.**

7.549 The aim of this Policy is to provide a justification of the minerals buffer zones identified on the Proposals Map. The purpose of the buffer zones is to protect identified mineral reserves and resources from incompatible development which could sterilise them, and to reduce the environmental impact of quarrying by separating sensitive developments and mineral working.

7.550 This Policy expands on Policy SP11 and aims to protect existing mineral reserves and potential resources from development that would preclude their future extraction. Guidance contained in PPW indicates that buffer zones should be defined in order to provide areas of protection around permitted and proposed mineral working. MTAN1: Aggregates indicates a minimum set distance for buffer zones of 200m, and that within buffer zones no new sensitive development or mineral extraction should be approved.

7.551 In accordance with guidance set out above in MTAN1: Aggregates Buffer zones of 200 metres have been drawn around all mineral's reserves (sites with planning permission for mineral working) and resources (sites identified as suitable for future mineral working) indicated on the Proposals Map. The purpose of buffer zones is to protect identified mineral reserves and resources from incompatible development which could sterilise them, and to ensure a separation distance between potentially conflicting land uses.

7.552 Sensitive development includes land uses most susceptible to adverse impact from quarrying, such as housing, schools and hospitals. These uses will be resisted within buffer zones. Some less sensitive development, where a lower standard of amenity could be tolerated, such as industrial land uses, offices and developments ancillary to the mineral working may be considered acceptable within buffer zones. Buffer zones also ensure that the environmental impact of quarrying on residents is minimised, particularly where mineral working and new residential developments are separated.

7.553 Since minerals can only be worked where they occur, this policy will be afforded greater weight than policies favouring development sensitive to mineral working that could be located elsewhere.

#### **MW5: RESTORATION AND AFTER - USE OF MINERAL WORKINGS**

**Proposals for mineral working or for related plant and buildings will be permitted only where firm proposals are included for the reinstatement of the site to a condition fit for an appropriate after-use supported, where relevant, by adequate after-care proposals. Appropriate reinstatement and after-care proposals will similarly be required when existing controls are reviewed. In drawing up restoration proposals, mineral operators will be encouraged to:**

- i. Undertake progressive restoration;**
- ii. Make beneficial use of mineral waste generated by mineral operations;**
- iii. Consider whether restoration can contribute to nature conservation objectives set out in the Natural Recovery Action Plan/Biodiversity and Resilience of Ecosystems Duty actions;**
- iv. New uses of former mineral workings other than those appropriate to a rural area will not be permitted without special justification. Proposals to carry out safety works at derelict or dormant sites will be favoured.**

7.554 The aim of this Policy is to ensure that all proposals for mineral working or related development are accompanied by plans for restoration and suitable after-use of the site, or after-care where appropriate.

7.555 This Policy expands on Policy SP11. The policy accords with objectives contained in PPW and MTAN 1: Aggregates which aim to achieve a high standard of restoration and aftercare, and provide for beneficial after-uses when mineral working has ceased.

7.556 This Policy will be applied in order to avoid dereliction and uncertainty by requiring all applications for mineral working, including reviews of existing permissions, to be accompanied by effective proposals to ensure restoration and after-care of the site once mineral working finishes. This applies equally to ancillary plant and buildings and to secondary industry, whose presence is normally only justified by the existence of the mineral working site. It is essential to avoid dereliction and uncertainty once mineral working ends, and to ensure the site is left in a safe and usable condition and restored to a high standard suitable for its agreed after-use. Operators will generally be expected to agree the broad aims of the restoration scheme at the outset, to keep those aims under regular review throughout working and to implement the scheme without delay. The choice of after-use will depend on many issues including the location, final landform, availability and quality of soils or other restoration materials, and neighbouring land uses.

7.557 Where restoration is too agricultural or amenity use, appropriate after-care proposals will be needed. A separate planning permission is likely to be required for any after-use except agriculture, forestry, nature conservation or certain forms of informal recreation which do not normally require planning permission.

7.558 Proposals for new quarries or major extensions will be expected to be accompanied by detailed soil and habitat surveys.

Comprehensive programmes for the stripping and storage of topsoil, subsoil and conservation of other soil-making materials should form part of the initial restoration proposals. Proposals will be expected to provide for phased and progressive restoration of worked out areas.

7.559 Restoration can provide opportunities for creating and enhancing sites for nature conservation and contributing to biodiversity and green infrastructure targets.

#### MW6: SAND WHARF PROTECTION AREAS

**The sand wharves shown on the Proposals Map will be protected against development which would prejudice their ability to land marine dredged sand and gravel. Proposals for the provision and improvement of landing and distribution facilities for marine dredged aggregates within the sand wharves shown on the Proposals Map will be favoured where there will be no unacceptable harm to the environment.**

7.560 Marine sources currently supply the majority of fine aggregate construction needs for Cardiff. This Policy provides a framework for the protection of existing wharves and the assessment of applications for new or improved sand and gravel wharves and related facilities.

7.561 This Policy expands on Policy SP11. The Policy accords with guidance contained in Interim Marine Aggregates Dredging Policy (2004) which indicates that the use of marine dredged sand and gravel will continue for the foreseeable future where this remains consistent with the principles of sustainable development. It accords with the Regional Technical Statement 2nd Review (2020) which requires the protection of existing and potential wharves.

7.562 Although marine dredging is outside the control of the Council, it is necessary to ensure that existing wharves are protected, and that appropriate landing and distribution facilities are provided to ensure this important source of construction materials remains available. Without marine sources of sand and gravel, there would be greater reliance on land-based sources and imported material.

7.563 In response to concerns about the long-term effects of dredging on coastal erosion, Interim Marine Aggregates Dredging Policy (2004) proposes a more cautious approach to dredging and seeks a more balanced approach to the sourcing of supplies for fine aggregates in South Wales. Although this may lead to long-term changes in supply patterns, in the short term the present pattern of supply is likely to continue, and it is therefore prudent to ensure that facilities which enable current levels of supply to be maintained are protected and new facilities favoured.

7.564 Operations involving the trans-shipment of minerals do not normally need specific planning permission within the operational area of the port. However, secondary processes including the manufacture or treatment of mineral products usually need permission. Where proposals are submitted, they will

need to demonstrate that there would be no unacceptable impact on the environment. Where proposals are likely to have significant effects upon the environment, applications may be subject to Environmental Impact Assessment. Additionally, proposals will need to have regard to the Severn Estuary SSSI/SAC/SPA and Ramsar site and where proposals are likely to have a significant effect on an international site, an appropriate assessment of the proposal would be undertaken.

#### MW7: SAFEGUARDING OF SAND AND GRAVEL, LIMESTONE RESOURCES AND HIGH SPECIFICATION AGGREGATES

**Development will not be permitted within the Sand and Gravel, Limestone and sandstone High Specification Aggregates (HSA) Safeguarding Areas shown on the Proposals Map that would permanently sterilise these mineral resources unless:**

- i. **The applicant can demonstrate to the satisfaction of the Local Planning Authority that the mineral concerned is no longer of any resource value or potential resource value; or**
- ii. **The mineral can be extracted satisfactorily prior to the incompatible development taking place; or**
- iii. **The incompatible development is of a temporary nature and can be completed and the site restored to a condition that does not either sterilise the resource or inhibit extraction within the timescale that the mineral is likely to be needed; or**

- iv. **There is an overriding need for the incompatible development which overrides the need for the resource, including a requirement for prior extraction if practicable.**

7.565 The aim of this Policy is to ensure that the sand and gravel and limestone safeguarding areas identified on the Proposals Map are protected from development that would cause its sterilisation and safeguarded for the future, should a need for these resources arise. In order to ensure the protection of the resources this Policy sets out a range of criteria against which proposals for development will be assessed.

7.566 This Policy expands on Policy SP11 in that it protects potential resources from development. The Policy accords with guidance contained in PPW which requires Mineral Planning Authorities to safeguard access to mineral deposits which society may need. It also accords with MTAN1: Aggregates which states that land based sand and gravel resources must be safeguarded for potential use by future generations in view of their relatively limited regional availability.

### Sand and Gravel Safeguarding Area

7.567 At present, marine dredged sources provide the majority of fine aggregate required to meet construction needs within Cardiff. In the short term this supply pattern is unlikely to change significantly. In view of the existing pattern of dredged aggregate supply, it is very unlikely that sand and gravel resources will need to be released for development within the Plan period. However, in light of concerns regarding the sustainability of the current pattern of marine dredged aggregate supplies, it is necessary for land-based sand and gravel resources to be safeguarded for potential use in the future. This Policy will be used to resist all forms of permanent development in the sand and gravel resource area shown on the Proposals Map. Land-based sand and gravel could only be worked where it is found, so this Policy represents a long-term strategy to protect existing resources, as they could become a strategic resource in the future. This Policy will carry more weight than policies favouring development that could be located elsewhere.

### Limestone Safeguarding Area

7.568 The Regional Technical Statement 2nd Review (2020) indicates that there is a shortfall in the provision of crushed rock aggregates in Cardiff. If further releases of limestone are required during the Plan period, the limestone resource area identified in Policy M1 would be considered first. Limestone resources within the safeguarding areas shown on the Proposals Map will continue to be safeguarded to ensure they are protected from sterilisation to maintain their potential for use in the future, should this prove necessary.

### High Specification Aggregates (HSA) Safeguarding Areas

7.569 HSA are those which are used, in combination with suitable binders, to construct road surfaces in situations where a high degree of skid resistance is needed to minimise the risk of skidding-related accidents. The safeguarding areas shown on the Proposals Map will be safeguarded to ensure they are protected from sterilisation to maintain their potential for use in the future, should this prove necessary.

7.570 The designation as a safeguarded area does not indicate an acceptance of sand and gravel, limestone or HSA working in that area.

### MW8: SITES FOR WASTE MANAGEMENT FACILITIES

**Proposals for the development of waste management facilities will be permitted where:**

- i. There is a demonstrable need assessed against regional requirements; or**
- ii. The proposed facility would move the management of waste up the waste hierarchy; and**
- iii. There would be no unacceptable harm to the environment, human health, landscape and built heritage;**
- iv. It would not cause unacceptable air, noise, light or water pollution or unacceptable levels of dust, vibration or odours;**
- v. It would not be located within an area at risk of flooding;**
- vi. It would not endanger aviation safety;**

**vii. The proposal includes acceptable plans for restoration, aftercare and after-use;**

**viii. The proposal includes acceptable proposals for the protection of adjoining and nearby land from gas and leachate migration, or contamination;**

**ix. There would be safe means of access to the highway and adequate on-site parking and turning facilities;**

**x. The proposal is accompanied by a Waste Planning Assessment containing sufficient information to enable an assessment of the proposal.**

**Facilities for the handling, treatment and transfer of waste will generally be encouraged towards existing use class B2 general industrial land.**

7.571 The purpose of this policy is to provide a framework for the assessment of planning applications for waste management facilities. This policy expands on Policy SP22. The policy accords with Towards Zero Waste (2010), The Collections, Infrastructure and Markets Sector Plan (2012), TAN 21: Waste (2014) and Beyond Recycling (2021).

7.572 It is anticipated that applications for a variety of waste management facilities will be submitted during the Plan period. With the aspirations to move to a more circular economy and the need to move the management of waste further up the waste hierarchy, proposals for waste management are likely to cover a wide range of facilities with differing impacts. Proposals may include facilities for the checking and cleaning of waste; preparation for reuse; processing, refurbishment and recovery of

waste; waste transfer; recycling; energy from waste proposals; and disposal. The policy supports the provision of a wide ranging and diverse waste infrastructure which meets identified needs, subject to the suitability of the proposed location.

7.573 The need for waste proposals will be assessed against the Collections, Infrastructure and Markets Sector Plan and the capacity requirements established through regional monitoring, as set out in TAN 21.

7.574 Waste facilities will generally be encouraged towards existing general industrial areas (use class B2), unless it can be demonstrated that the proposal could be acceptably located elsewhere, or unless an assessment of the proposal indicates that more onerous locational standards should apply.

7.575 Planning applications for waste management facilities should be accompanied by a Waste Planning Assessment containing sufficient information to enable an assessment of the proposal and its contribution to meeting the requirements set out in the Collections, Infrastructure and Markets Sector Plan. Further details are contained in Annex B of TAN 21.

7.576 Where appropriate, proposals should be accompanied by an Environmental Impact Assessment and Health Impact Assessment. It is likely that conditions will be attached to any permissions and/or legal agreements sought to ensure adequate environmental safeguards and controls.

7.577 Further guidance on the application of the Policy will be set out in the Locating Waste Management Facilities SPG.



### MW9: PROVISION FOR WASTE MANAGEMENT FACILITIES IN DEVELOPMENT

**Where appropriate, provision will be sought in all new development for facilities for the storage, recycling and other management of waste.**

7.578 The purpose of this Policy is to ensure that adequate provision is made for waste management facilities within new developments, in order to aid the Council in meeting the challenging zero waste and recycling targets set by European and national legislation.

7.579 The Policy accords with TAN21: Waste, Towards Zero Waste (2010) and Beyond Recycling (2021).

7.580 Challenging targets set out in Towards Zero Waste mean that the Council is required to be more proactive in the ways it reduces and manages waste. It is important that new

development is designed to incorporate facilities for waste management to encourage waste reduction, recycling, composting and separation at source. This policy will be used to ensure that adequate storage and collection facilities are provided in all new developments

7.581 The general requirement for all developments will be to provide:

- On-site waste, recycling and composting, separation and storage facilities;
- Communal waste, recycling and composting, separation and storage facilities for larger developments;
- Adequate access arrangements for refuse vehicles and personnel for collection purposes.

7.582 Facilities provided should be secure, unobtrusive and easily accessible. Further detailed guidance on matters such as the types of facilities required, and their design will be set out in SPG.



## 8. Monitoring and implementation

8.1 Monitoring the effect of planning policies is the principal way through which the effectiveness of implementing the RLDP can be assessed. The monitoring process helps to positively identify key issues and questions such as:

- Which policies are being implemented successfully – i.e. their effectiveness in determining planning applications and in withstanding appeals.
- Whether policies are having their intended output.
- If policies are not working well, what actions are needed to address them?
- What changes to the evidence base have occurred or needs to take place?
- What gaps can be identified that should be addressed by the RLDP?
- If an amendment of policies or complete review of the RLDP is required.

8.2 The Council is required to submit an Annual Monitoring Report (AMR) to Welsh Government by 31st October each year following adoption of the RLDP as set out in Section 37 of the Town and Country Planning (Local Development Plan) Regulations 2005 (the Regulations). Having a clear mechanism for the monitoring of the RLDP is one of the 'Tests of Soundness' considered in the Examination of the RLDP by the Planning Inspector.

8.3 The RLDP Manual explains that the Annual Monitoring Report process should not just be about data collection, but about taking a forward looking action-orientated approach which may raise issues that need to be addressed and will help form the basis for a review of the RLDP.

8.4 The RLDP is subject to a four year review period. However, a full review of the RLDP is only likely to be required in certain circumstances, for example where new legislation or guidance is released, significant changes to forecasts occur or where delivery of the RLDP objectives is not being delivered. It is a combination of all of these factors, together with the issues raised in the AMR which may warrant consideration of a partial or full review. It would not be based solely on whether an individual target was being met or policy having a specific outcome.

8.5 The LDP Manual acknowledges that data cannot be collected for every policy in the Plan; it would lead to an unnecessarily large and complicated document. It suggests that key policy areas are monitored consistently to allow for trends to be recognised. Where possible, use will be made of existing information being collected, for example linking with the Sustainability Appraisal monitoring indicators.

8.6 It is important to recognise that the monitoring process can be a complex task, particularly where there is a lack of consistent data or if there is doubt an outcome can be solely attributed to development plan policies. There may also be difficulties in monitoring certain impacts on an annual basis when some changes take a longer time to materialise. Therefore, careful attention has been given to gathering the right volume and grain of data.

8.7 The RLDP monitoring process involves gathering data on a range of different indicators including:

- National core output indicators;
- National sustainable development indicators;
- Local output indicators relating to key objectives, strategic and detailed policies in the LDP;
- SA/SEA indicators regarding environmental impacts of the RLDP; and
- Contextual issues affecting Cardiff such as changes in National policy or legislation, external factors and local social, economic and demographic trends; all of which will be presented and assessed in the AMR each year.

8.8 Targets linked to the indicators are set to assess whether policies are being implemented effectively. The AMR will provide a commentary on the extent to which targets have been met along with a consideration of factors influencing the findings in order to fully inform the overall review of performance. Trigger points

are used to highlight any issues regarding relevant policies which could warrant further consideration. If a trigger point was reached it would not automatically mean a policy would need to be amended. It would be an issue for the AMR to consider in greater detail, in particular whether a policy is failing or if there are wider external factors contributing to a trigger point being reached.

8.9 Monitoring of the RLDP is an on-going process and indicators and targets will be developed as this process continues. Existing indicators and targets will be evaluated and, where appropriate, changes made to existing indicators and targets including the additional inclusion of new indicators, should they be considered necessary. The process also allows gaps in data collection to become evident and may warrant measures to be taken to address those gaps. It is important that targets are realistic and measureable. It is recommended in the LDP Manual that any targets developed are 'SMART' i.e. that they are specific, measurable, achievable, realistic and time bound.

8.10 Monitoring enables the implementation the RLDP Strategy to be assessed, for example delivering development on allocated sites. This will show at an early stage a better understanding of whether the RLDP Strategy is being delivered as intended or if not, identifying measures that may be required to do so.

8.11 The monitoring framework is set out in Appendix 6 demonstrates how key objectives, strategic and detailed policies will be assessed against a set of indicators.

## 9. How to make comments

9.1 You can comment on the Deposit Replacement LDP in one of two ways:

- On-line by registering at [www.cardiff.gov.uk](http://www.cardiff.gov.uk) and using the on-line response form, or
- If you are unable to make comments on-line, please download a response form from [www.cardiff.gov.uk](http://www.cardiff.gov.uk) and e-mail it to [ldp@cardiff.gov.uk](mailto:ldp@cardiff.gov.uk).
- Alternatively forms can be obtained by telephoning 029 2087 3461 and returning them by post to the address below

LDP Team  
Strategic Planning  
Cardiff Council  
Room 206  
County Hall  
Atlantic Wharf  
Cardiff  
CF10 4UW

9.2 The consultation period runs from 18th February to 15th April 2025. **Comments must therefore be received by midnight on 15th April 2025.** The Council cannot guarantee that comments received later will be considered. All comments made by the deadline will be acknowledged and considered.

### How to contact the LDP Team

9.3 If you have any queries about how to submit your views either:

- Check the website [www.cardiff.gov.uk](http://www.cardiff.gov.uk) for up to date information;
- E-mail our team on [ldp@cardiff.gov.uk](mailto:ldp@cardiff.gov.uk); or
- Speak to our team on **029 2087 3461**.



